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ABSTRACT

The Navajo Manpower Survey for 1967, conducted on a sample of Navajos 14 years of age and older living in the Navajo Reservation area, found high rates of unemployment and underemployment for the Navajos. Some of the other findings reported are a general lack of real work experience; an indication by 70% of the labor force members that they would not want to leave the reservation for employment; and the need for training and education to meet specific needs. Characteristics of the manpower resource are described in the document, along with the characteristics of the labor force in general and in terms of the employed and the non-employed. Also included is a section providing the summary and conclusions, as well as a section on implications for manpower policy. Appended to the report are information on the survey background, notes on the survey structure, and a copy of the questionnaire used. (PS)

ED 060991

# NAVAJO MANPOWER SURVEY

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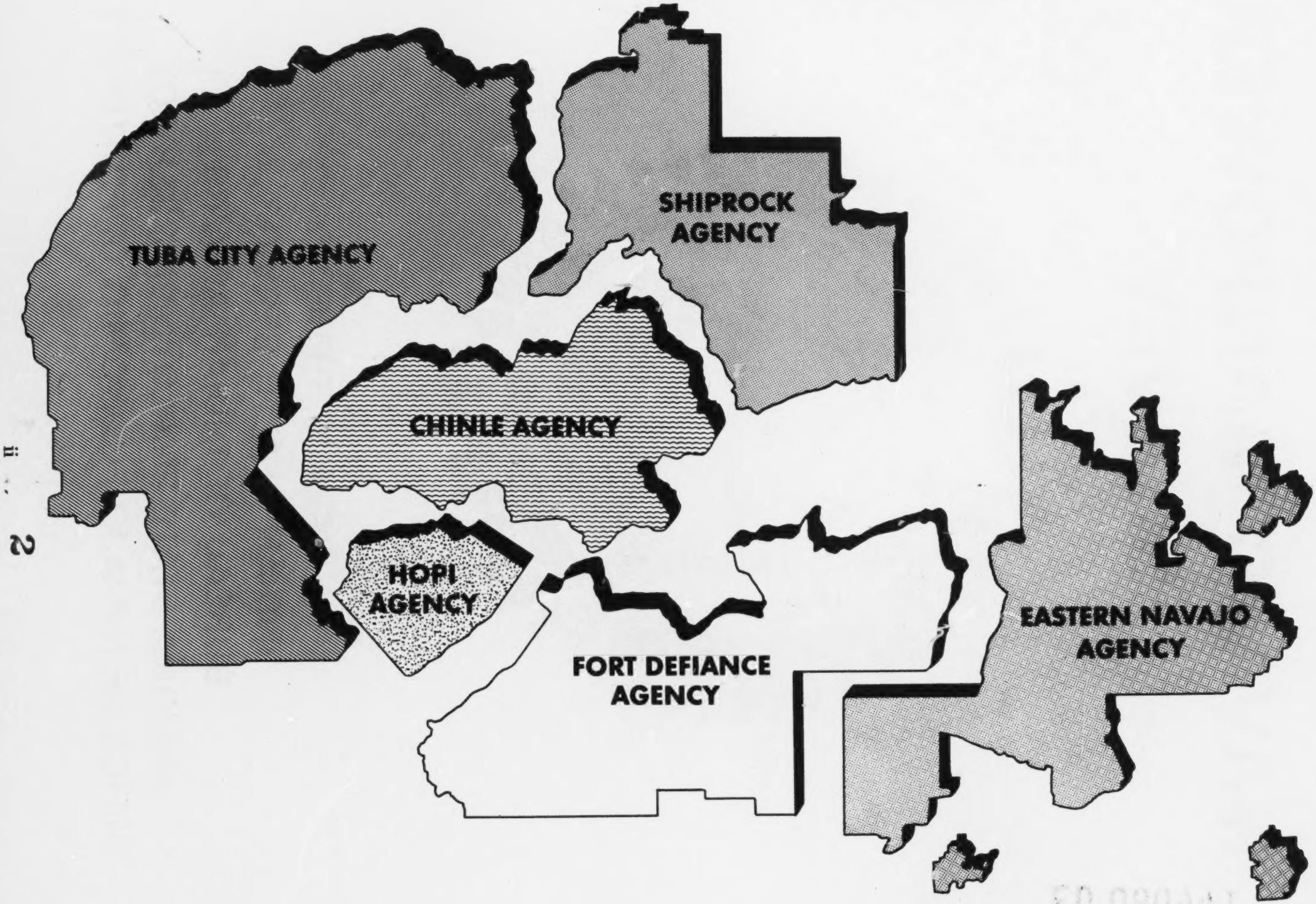
[1969]

RC 006 027

# NAVAJO AREA AGENCIES




OFFICE OF INFORMATION AND STATISTICS, B.I.A. - AUGUST 12, 1969 CATO SELLS JR

# PREFACE

There is a genuine concern about the number of Navajos on and near the reservation who are ready, willing and able to work. Is there a reservoir of trained and untrained people who can be called on as job opportunities develop? What unused skills exist among Navajo men and women? Are people interested in training for better jobs? These and a host of other questions form the basis for undertaking this analysis of Navajo Manpower. Data from the 1970 U. S. Census of Population will soon be available to update information in the report. It is important that this be undertaken.

Succeeding reports will provide similar analysis for each of the five agencies. More detailed information for some areas is available. Requests should be addressed to Office of Information and Statistics, Bureau of Indian Affairs, Navajo Area Office, Window Rock, Arizona.

Combined efforts of staff from agencies involved in the survey resulted in sound planning and timely execution of the project. Analysis of the data is not expected to be satisfactory to everyone, but the results are presented in such a manner that they are useful for each agency in understanding the problems of manpower and in planning programs to meet the existing needs.

Continued cooperative efforts of the agencies will provide the baselines for Navajo socio-economic progress — our common goal. Cooperating agencies in the project gratefully acknowledge the work of the Navajo Manpower Survey Task Force, chaired by Robert M. Cullum, and earlier by Reino Sarlin; Robert Beeman and Thomas Lynch of the Arizona State Employment Service who did much of the work in survey design; Leo Haven and Andrew Pete of the Office of Navajo Economic Opportunity, who directed and coordinated the field work on the survey, using Local Community Development staff; Bernd Schwarz and James Carter of the Arizona State Employment Service who designed the tables and did much of the writing; S. Mark LaFollette of the Bureau of Indian Affairs who assisted in the training of field enumerators and served as a consultant to the task force; Melvin R. Wise of the Bureau of Indian Affairs, who designed the sample and assisted in the writing; Cato Sells, Jr. of the Bureau of Indian Affairs who designed and drew the cover and the several charts; the Local Community Development Staff of the Office of Navajo Economic Opportunity who served as survey enumerators; and a host of others whose various contributions were important for the completion of a successful survey.

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# I. NAVAJOLAND TODAY

Navajos today are moving through a period of transition at a very rapid rate. The land area which they control has increased. Resource development has become important. Clan and family relationships are changing. Today the Navajo searches for the best way to meet his expanding needs since by tomorrow he will have to compete on even terms with all his neighbors.

Under terms of the Treaty of 1868, prospects for living on the newly formed reservation were not good. The land base of 5,000 square miles was too confining. Related to most of their previous prosperous endeavors, the Navajo people could see only a bleak future in the planning of the Federal Government. Gradually they moved onto lands they had occupied before. Gradually the Federal Government, through Congressional Acts and Executive Orders, recognized their position so that the reservation encompassed 24,000 square miles in three states — Arizona, New Mexico, and Utah. Even so, in terms of traditional use, this landed estate has become insufficient to sustain a people numbering in excess of 120,000.

From an early day, a strong desire for independence, devotion to family and clan, common interests, coupled with the inaccessibility of the rugged terrain and the distance from major cities, permitted the Navajos to retain much of their way of life. Within the extended family, problems were solved to the mutual advantage of all; life was prosperous. In due time the Navajo people began to build on the foundation of cultural richness and economic isolation toward full tribal partnership in modern competitive society. A few examples illustrate what has taken place.

Discovery of oil on reservation lands about 1920, appeared to herald prosperity for a small group until the Secretary of the Interior decided to reserve the oil money for all Navajo people. This decision may well have been the catalyst in the creation of the Navajo Tribal Council. With all the normal political pressure and within the limitations set by the Federal Government, the Tribal Council has preserved the image of one Tribe — sufficient in numbers to warrant attention and yet small enough to be concerned with each of its members.Thus the unity resulting from the establishment of the Council and its action over the years has made it possible to share to a greater advantage all resources for the best interest of all the Navajos.

While the Treaty of 1868 clearly set out provisions for education of Navajo Children, many obstacles prevented the program from becoming a reality. Within the last two decades increasing interests of Tribal members, evidenced by Tribal Council resolutions and over-crowded schools, has resulted in school building construction programs to provide a seat for every Navajo child. With more high school and college graduates on the reservation there are recognized needs for job opportunities, housing, transportation, better use of resources and community development. Today more than 46,000 Navajos are enrolled at every level of education, and tomorrow their impact on Navajoland economy will be even greater than that of those who are now in positions of leadership.

Increased Tribal Government activity, expanded programs of federal agencies and recommendations by neighboring communities all helped to bring about an expanded road system on the Navajo Reservation. Largest single element in the expansion was

the funding provided by the Anderson-Udall bill for two paved roads — Navajo Routes "1" and "3." The change from trails to improved roads to hard surfaced highways brought about a new economy often described as the change from the "wagon" to the "pickup." But this is only a fraction of the picture. Now Navajos could participate more in tribal affairs, now more children could attend day schools, now the demands of the broader environment often exceeded the demands of the extended family, now a job some miles from home was good because you could get home after working hours. In some respects, the reservation seemed smaller. New developments, both social and economic, were appearing as roads were developed.

A final point of consideration in the initiation of the Navajo development within modern society is the change in everyone's attitude toward industry's place on the reservation. Defense industries in the World War II period, hard pressed for labor, resorted to hiring large numbers of Navajos. The greater proportion of this labor force, predominantly male, came back to the reservation with no place to make use of their new skills. Some returned to the industrial centers in off-reservation areas, availing themselves of government programs for training and relocation. However, some stayed at home and together with other groups dramatized the need for job opportunities on the reservation. This changing Navajo perspective toward reservation development; industry's search for plant locations in new areas; and recognition that an agricultural economy as sole economic resource was neither sufficient nor desirable for Navajoland finally resulted in concerted efforts by all groups to bring industrial development to the area.

With the growth that has taken place — Navajo Forest Products Industries, Navajo Tribal Utility Authority, Fairchild, General Dynamics, and others — the surface has only been scratched.

Meeting the urgent needs for housing, transportation, health, community services, education, and training are all important components of total Navajoland development. The Manpower Survey can be a useful tool in developing a course of action. With the Tribe leading the way, combining the knowledge of manpower with other information, calling on the technical expertise and financial resources of many agencies, tomorrow's Navajo will be part of a new Navajo Nation, continuing to develop and contributing to the American society.

# II. SUMMARY AND CONCLUSIONS

Twenty thousand Navajos are ready, willing and able to work, but do not have a job.

A look at the Navajo manpower resource provides ample evidence that possibilities for commercial and industrial development on and near the Navajo Nation are enhanced by considerable numbers of both trained and untrained people who are ready, willing and able to work. Along with commercial and industrial development comes better roads, more adequate housing, expanding education programs — all the other components of a stable economy — meeting the needs of Navajo people.

In a labor force of 32,350 — 15,750 men and 16,600 women — 23 percent were categorized as being engaged in the traditional pursuits, including sheepherding, rug-weaving and silversmithing. Nearly half of the 7,350 in these categories indicated they were not working at the time of the survey. However, there are indications that the nonemployment figure may be overstated because of the "cultural" understanding of employment. There is agreement that the greater percentage are unemployed and that the opportunities in this area of employment are on the decline.

Persons who are classified as unskilled number 7,750. Of these 6,150 were reported as nonemployed, with men dominating the group — 5,700. Still another substantial segment of the nonemployed is made up of service workers — 350 men and 3,200 women.

Finally, 3,100 women and 200 men in the nonemployed labor force appear in the category of "no usual occupation" or "occupation not reported." Most of this group have no real work experience.

Here then is a reservoir of labor — largely untrained, generally underemployed — available to many types of industry. Experience of industry presently operative in Navajoland indicates that these people are fully able to meet the demands of the new job experience.

While there is significant concern with the maximum utilization of available labor force, a most important factor frequently overlooked is the 14,450 students 14 years old and older who were enrolled in school at the time of the survey. A substantial number of this group enters the labor force each year — yet opportunities for them in the reservation economy are limited.

Among those participating in the survey, when asked the question, "Do you have a job?" 37.3 percent answered affirmatively — resulting in a total of 12,050 employed persons. The remaining 62.7 percent representing 20,250 were nonemployed. Because of variation from standard labor force definitions and the concept of employment in the Navajo culture, the employment rate is seriously understated. Of the 12,050 employed persons, 6,150 were men and 5,900 were women. Among the nonemployed 9,600 were men and 10,650 were women. Participation rates are highest in the age group 50-54 years with more than 45 percent employment. This rate probably reflects the large number of persons engaged in traditional occupations. Lowest participation rates occur among teenagers.

Some other characteristics of the labor force should be noted. Nearly 59 percent were between the ages of 20 and 39 years of age. Just under 20 percent were 50 years old and older and 3.9 percent were 65 years old and older. More than 56 percent had

less than six years of formal education. One in four reported on-the-job training as a source of occupational training. More than 40 percent had five or more years of experience in their usual occupation. The survey, generally, indicated a desire to train for a new or better job — and a willingness to move to another reservation location to take advantage of such an opportunity.

While survey findings indicate more than 20,000 presently non-employed are "willing to work," in the absence of on-reservation work opportunities, there can be no indication that this total is actively engaged in seeking a job; thus only the major size of the manpower resource has been defined, but the limitations of the group and the Navajo economy are not considered.

Approximately 70 percent of the total labor force members indicated they did not want to leave the reservation for employment. It follows then, that the major thrust for development of the Navajo economy must be in such fashion that job opportunities become available in Navajoland. While government will continue to employ a substantial portion of the labor force, the field of on-reservation expansion must be in the area of commercial and industrial development as a prime target for the future.

As commercial and industrial development opportunities, including the tourism potential, become eminent, the time will become right to place emphasis on training and education designed to meet specific needs. Job orientation and skill training outside this frame of reference is most inefficient and costly. These programs must be geared to those most easily trained to enter employment — the better educated, younger workers.

In view of the substantial number of older Navajos who indicate a willingness to work — even though hindered because of age, education, and work experience — the possibility of developing job opportunities commensurate with their abilities should not be overlooked.

In total, the manpower problems facing the Navajo will diminish in years to come. Development of job opportunities in government, industry, and agriculture will, along with adequate training, meet the needs of an expanded, better educated Navajo labor force in the new economy.

# III. CHARACTERISTICS OF THE MANPOWER RESOURCE

## Non-Student Population*

The resident population 14 years and older on the Navajo Reservation, exclusive of students, is 39,359, of which 17,994 or 45.7% are male, and 21,365 or 54.3% are female. The largest number of people fall in the 25-29 year age group; however, the relatively large numbers of people in the older age groups raise the median for this group to just over 37 years.

The Navajo on-reservation population 14 years of age and older (exclusive of students) is 54.3% female. The sex ratio varies considerably by age group, the disparity being concentrated among those Navajo in their thirties. Of the total on-reservation population between 30-39 years of age, 59.5% are women. From age 50, the ratio equalizes considerably, with men gaining a slight advance past age 60.

The women on the reservation tend to be younger than the males. Whereas, only 50.2% of the men are between 20 and 39 years of age, 55.2% of the women fall into this age group. Conversely, while 46.3% of the men are 40 years of age and older, only 41.0% of the women have attained this age.

**Because of reasons of inaccessibility, students were eliminated from the survey of Navajo manpower. Such data as could be elicited from BIA records, augmented with survey data of previously unidentified students, is included elsewhere in this report.*

### POPULATION 14 YEARS AND OVER BY AGE AND SEX
### (not including students)

| Age Group | FEMALE | | MALE | |
|---|---|---|---|---|
| | Pct. of Total Population | Pct. of Total Female | Pct. of Total Population | Pct. of Total Male |
| 14-19 | 55.8 | 3.7 | 44.2 | 3.5 |
| 20-24 | 57.0 | 14.3 | 43.0 | 12.8 |
| 25-29 | 51.7 | 14.3 | 48.3 | 15.9 |
| 30-34 | 58.7 | 14.1 | 41.3 | 11.8 |
| 35-39 | 60.5 | 12.5 | 39.5 | 9.7 |
| 40-44 | 54.4 | 10.0 | 45.6 | 9.9 |
| 45-49 | 53.7 | 7.4 | 46.3 | 7.6 |
| 50-54 | 50.8 | 6.1 | 49.2 | 7.0 |
| 55-59 | 51.0 | 5.7 | 49.0 | 6.5 |
| 60-64 | 48.5 | 4.3 | 51.5 | 5.5 |
| 65+ | 47.5 | 7.5 | 52.5 | 9.9 |
| Total | 54.3 | 100.0 | 45.7 | 100.0 |

Although other factors certainly influence this situation, the disproportionately large on-reservation female population among the younger Navajo is probably accounted for primarily by off-reservation employment opportunities for the men in these age groups. When the men accept short-term employment away from the reservations, it is customary for their families to remain behind. Such employment is offered by the agriculture and railroad industries in unskilled job categories.

### Language Ability of Reservation Residents

The Navajo Reservation and environs encompass a vast territory generally remote from non-reservation population centers. Consequently, many Navajoland residents, especially the older, have had little contact with the mainstream culture. This factor, accompanied by a general lack of formal training, must be taken into account when any programs to improve the Navajos' economic conditions are formulated. An indication of this cultural remoteness is the question on proficiency in the use of English. Information elicited indicated that only 56.5% of the men and 43.8% of the women claim some spoken and written proficiency with the English language. An additional 11.3% and 5.2%, respectively, are able to speak, though not read, English. The remainder, 32.2% of the men and 51.0% of the women, claim no knowledge of the English language, either written or oral.

### Education

The median education level of the Navajoland out-of-school population is approximately completion of five years, although no precise median can be calculated because of the broad aggregates of education levels utilized in survey tabulations.

Approximately 20,300 Navajo, more than half of the population, have completed five years of schooling or less.*

An additional 15.4% have eight grades or less education, while 9.7% have some, but not a complete, high school education. Nine percent of the out-of-school population have completed 12 grades of schooling, while an additional two percent have some post high school training or education.

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**Information was ascertained on education from approximately 91% of the men and 85% of the women.*

**EDUCATIONAL ATTAINMENT OF THE NAVAJO**
**14 YEARS OF AGE AND OLDER, BY SEX**
**(not including students)**

| Grade Level | Male | Female | Total |
|---|---|---|---|
| 5th or less | 9,100 | 11,200 | 20,300 |
| 6 - 7 | 1,800 | 1,500 | 3,300 |
| 8 | 1,400 | 1,350 | 2,750 |
| 9 - 11 | 1,850 | 1,950 | 3,800 |
| 12 | 1,750 | 1,800 | 3,550 |
| 13+ | 450 | 400 | 850 |
| Unknown | 1,600 | 3,200 | 4,800 |
| Total | 17,950 | 21,400 | 39,350 |

The following table depicts the approximate median education level classification of the population tabulated by age and sex. In the under-30 years of age categories, the Navajo men seem to have attained a higher education level than the women, having completed a median 8th grade level. The women have attained this level only in the under-20 category. A median 6-7 grades were attained by women between 20 and 24 years old. Men 30 and older and women 25 and older have completed five years of schooling or less.

**MEDIAN EDUCATIONAL ATTAINMENT OF THE NAVAJO 14 YEARS AND OLDER, BY AGE (not including students)***

| Age | Male | Female |
|---|---|---|
| 14-19 | 8 years | 8 years |
| 20-24 | 8 | 6-7 |
| 25-29 | 8 | 5 or less |
| 30-34 | 5 or less | 5 or less |
| 35-39 | 5 or less | 5 or less |
| 40-44 | 5 or less | 5 or less |
| 45-49 | 5 or less | 5 or less |
| 50-54 | 5 or less | 5 or less |
| 55-59 | 5 or less | 5 or less |
| 60-64 | 5 or less | 5 or less |
| 65+ | 5 or less | 5 or less |

**Information unavailable for approximately 12% of estimated population — median based on 88% of sample.*

**Desire for Training**

In time, the Navajo population will more readily adapt to "mainstream" training and employment as both language fluency and education levels increase. For the present, however, their limited attainment must be considered. Approximately 10,500 men and 10,900 women expressed a desire to train for a new or better job. Of these, 20.5 percent of the men and 36.6 percent of the women speak no English.

**Student Population**

A substantial deferred manpower resource is present in the rather large number of students enrolled full-time. Based on Bureau of Indian Affairs records, an estimated 14,500 Navajo, 14 years of age and older, were enrolled in schools. No attempt was made to contact those students who fell in the sample because of the large number who attend classes away from home in a boarding school situation.

Generally, the Navajo student has attained a grade level less than that accepted as average for the population as a whole. For example, approximately 250 Navajo males and 275 Navajo females 18 years of age and older had completed less than eighth grade level; an additional 1,200 males and 1,300 females in the same age group had completed less than 12th grade at the time the survey was conducted.*

This situation does not reflect a less than normal ability on the part of the Navajo student. As recently as 10 years ago only between 50 and 60 percent of the children

**Data for those for whom this information was available — approximately 87.8 percent of the total student population level.*

entered school at age six. Today, while the entry age is nearly always age six, a year is spent at a beginner's level, becoming acclimated to a different way of life, with formal graded education deferred one year. This, and, in the past, a lesser ability of the schools to hold children to completion may account for the situation reported above. It seems reasonable to project that, in time, the median age per grade will approach the national average.

## EDUCATIONAL ATTAINMENT FOR THE ESTIMATE STUDENT POPULATION, 14 YEARS AND OLDER, BY SINGLE YEAR OF AGE AND SEX
**(Rounded to nearest 50)**

| Age | Male | Grade Level[1] | Female | Grade Level[1] | Total |
|---|---|---|---|---|---|
| 14 | 1,350 | 6th or less | 1,400 | 6th or less | 2,750 |
| 15 | 1,100 | 7 | 1,250 | 8 | 2,350 |
| 16 | 1,050 | 8 | 1,300 | 8 | 2,350 |
| 17 | 1,250 | 9 | 1,050 | 9 | 2,300 |
| 18 | 900 | 10 | 850 | 10 | 1,750 |
| 19 | 700 | 10 | 600 | 10 | 1,300 |
| 20 | 350 | 11 | 400 | 11 | 750 |
| 21+ | 450 | 12th & over | 450 | 12th & over | 900 |
| Total | 7,150 | | 7,300 | | 14,450 |

[1] *Data not available for 850 males and 900 females.*

Source: Bureau of Indian Affairs, Office of Information and Statistics files (augmented by survey of previously unidentified students)

## EDUCATIONAL ATTAINMENT FOR THE ESTIMATED STUDENT POPULATION, 14 YEARS AND OLDER BY SEX
**(Rounded to nearest 50)**

| Grade Level | Male | Female | Total |
|---|---|---|---|
| 6 or less | 1,300 | 1,450 | 2,750 |
| 7 | 900 | 900 | 1,800 |
| 8 | 1,050 | 1,250 | 2,300 |
| 9 | 1,050 | 1,000 | 2,050 |
| 10 | 950 | 750 | 1,700 |
| 11 | 650 | 700 | 1,350 |
| 12th or more | 400 | 350 | 750 |
| information not available | 850 | 900 | 1,750 |
| Total | 7,150 | 7,300 | 14,450 |

# IV. CHARACTERISTICS OF THE LABOR FORCE

Because of the social and economic conditions unique to the Navajo reservation and its immediate environs, a much more liberal definition of "labor force" than that normally utilized by the United States Department of Labor was necessitated in order to identify the labor pool available on Navajoland.

Generally, the liberalized definition included those persons who did not have a job at the time of the survey but who expressed a desire for work. National definitions would exclude these persons from the labor force unless they had initiated a positive program of searching for work. It is general knowledge among Navajo residents that the supply of jobs on-reservation is totally inadequate to satisfy all of the residents who desire work. Consequently, believing no work available, the Navajo would not be likely to actively and continuously seek employment. An expression of desire for employment (an affirmative reply to the question "Do you want a job?") was, therefore, determined adequate to qualify the respondent as a member of the labor force.

It is recognized that this liberalized definition, if applied nationally, would swell the ranks of the labor force of the country as, doubtlessly, persons exist who express a desire for a job with insufficient motivation to either search for or hold a job. This group, of an indeterminate size, is included in the definition used in this study but the resultant overcount was deemed less detrimental than the significant undercount which would have resulted from the use of the standard definition.

To summarize, then, the labor force, using the survey definitions, consists of these persons who, at the time of the survey, 1) were employed, 2) lacked a job but expressed a desire for work, and 3) were not enrolled as a fulltime student.

An additional definitional problem arose within this broad classification to differentiate between the employed and the nonemployed persons. An explanation may be necessary here concerning the use of the term "nonemployed" rather than the more familiar "unemployed." The latter term again has a specific meaning when used in national statistics. It was not determined in the survey whether or not the nonworking respondent had actually conducted the search for work required to be classified as unemployed. To avoid any confusion or comparison with national or regional "unemployment statistics," the new term was coined. The nonemployed person is thus defined simply as a person who 1) did not have a job, 2) stated he wanted a job, and 3) was not totally physically or mentally incapacitated or otherwise restrained from accepting employment.

A significant proportion of the adult population derives some income from the manufacture and sale of wool and craft items (primarily hand woven rugs and silver and turquoise jewelry and decorative items). This employment may be pursued only on an intermittent basis yet it may be totally satisfactory to the individual Navajo. If this was the case, the person was considered self-employed even if at the time of the survey he was idle. On the other hand, the traditional pursuits are considered by some Navajos as a means of subsistence in lieu of a job because no employment opportunity of a nontraditional (mainstream) nature was available. These persons were considered nonemployed.

An additional determination had to be made in regard to tribal employment and training projects. The Navajo Tribe conducts short-term public-work projects, which will employ a certain number of individuals for extremely short periods of time (ten working days is the normal planned work period), with no intention of providing continuing employment. These programs are of a welfare nature. Persons engaged in this type of activity were considered nonemployed.

The same determination was made for persons enrolled in training projects. Many trainees in various government sponsored training programs (the Home Improvement Training Program is the prime example) considered themselves employed because they received a training allowance. Again, to get an indication of the full scope of underemployment among the Navajo, these persons were counted among the nonemployed.

No detailed information was elicited from those people who were not employed and who expressed an unwillingness to accept employment. Twelve and four-tenths percent of the men and 22.4% of the women were not in the labor force at the time of the survey. Detailed characteristics of the remainder will be discussed in the following sections of this report. It is appropriate here, however, to discuss one aspect of the manpower pool.

## Labor Force Participation

Of the total population 14 years of age and older, 32,350 or 60% were counted within the labor force. When students are excluded from the total, the percentage rises to 82%. The following description is based on the latter population, i.e., the population exclusive of students.

A relatively larger percentage of the men than of the women participate in the labor force (87.6% versus 77.6%) although, as the female population is considerably larger, the total number of women in the labor force (16,600) is greater than the number of men (15,750).

As might be expected, the participation rate declines with age. The peak participation rate for men is reached in the 25-29 year age group (97.4%) while that for women (93.9%) occurs in the 20-24 year age group.

It is significant that the participation rate remains relatively high throughout the higher age brackets. Forty-four percent of the men and 29.4% of the women over 65 years of age reported themselves to be in the labor force. This differs considerably from the experience of the United States as a whole where 1966 participation rates for persons in the same age group were 27.0% and 9.6% respectively.* Again it must be stressed that the definitions utilized are not strictly comparable and would lead to a higher participation rate calculation among the Navajo.

For men over 25, the series is roughly coincident with that of the U. S. with the exception discussed above. The two series do not compare for women. Whereas the participation rate among Navajo women is extremely high in the early years and declines steadily throughout the adult years, the United States participation rate for women peaks with 52.0% in the 45-54 age category. It would seem that labor force participation is considerably higher among Navajo women than the national rate, even when adjustments are made for the difference in definitions.

## The Labor Force

The total Navajoland labor force numbered approximately 32,350 persons. Of this total, 16,600 or 51.3 percent were women. Nearly 59% of the total were between 20 and 39

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**Handbook of Labor Statistics 1967, pg. 24, U. S. Department of Labor, BLS Bulletin Number 1555.*

years of age. The concentration of women was much greater in these age groups than the men; whereas only 55.3 percent of the men were between 20 and 39, 62.8 percent of the women were in this age group.

Again, realizing the difference in definitions, it proves interesting to compare the age breakdown of the Navajo labor force with that of the United States as a whole. Eliminating the under 20 age group, to negate the major effect of not counting

## LABOR FORCE PARTICIPATION RATES BY AGE AND SEX NAVAJOLAND AND UNITED STATES*

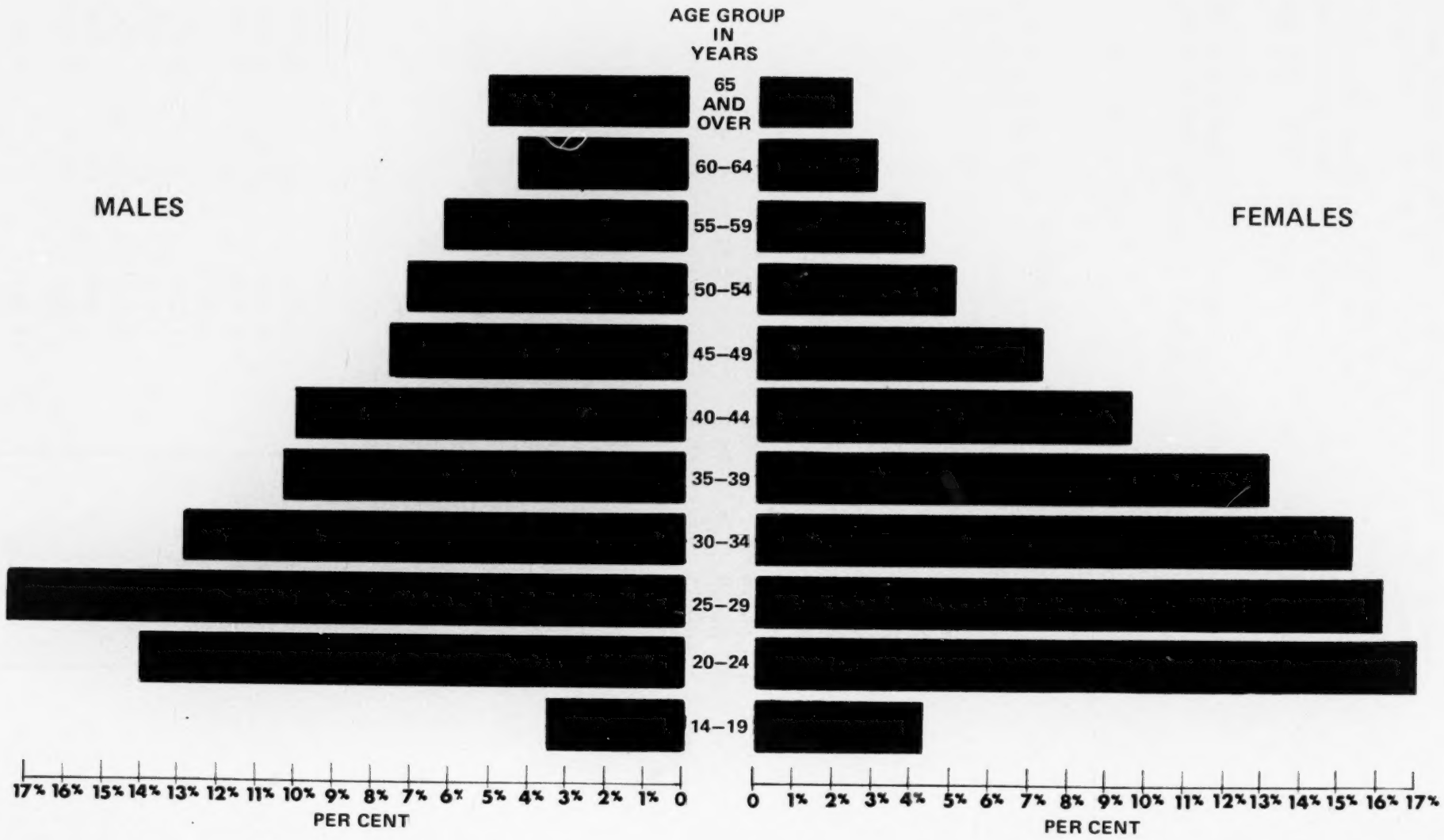
| Age Group | Navajoland | | | UNITED STATES (1966) | |
|---|---|---|---|---|---|
| | Total | Male | Female | Male | Female |
| 14-19 | 89.8 | 88.3 | 91.1 | | |
| 20-24 | 94.4 | 95.1 | 93.9 | | |
| 25-29 | 92.4 | 97.4 | 87.7 | 97.5 | 42.1 |
| 30-34 | 90.8 | 96.0 | 87.1 | | |
| 35-39 | 88.0 | 95.5 | 83.1 | 97.3 | 48.5 |
| 40-44 | 83.1 | 90.3 | 77.1 | | |
| 45-49 | 85.1 | 92.3 | 78.9 | 95.3 | 52.0 |
| 50-54 | 76.8 | 90.2 | 63.9 | | |
| 55-59 | 72.9 | 86.4 | 60.2 | 84.5 | 41.9 |
| 60-64 | 65.4 | 73.7 | 56.5 | | |
| 65+ | 37.2 | 44.2 | 29.4 | 27.0 | 9.6 |
| Total | 82.2 | 87.6 | 77.6 | | |

**Definitions not comparable. (See text.)*

## NAVAJO LABOR FORCE, BY AGE AND SEX

| Age Group | Male | Female | Total |
|---|---|---|---|
| 14-19 | 550 | 750 | 1,300 |
| 20-24 | 2,200 | 2,850 | 5,050 |
| 25-29 | 2,800 | 2,700 | 5,450 |
| 30-34 | 2,050 | 2,600 | 4,650 |
| 35-39 | 1,650 | 2,250 | 3,900 |
| 40-44 | 1,600 | 1,650 | 3,250 |
| 45-49 | 1,250 | 1,250 | 2,500 |
| 50-54 | 1,150 | 850 | 2,000 |
| 55-59 | 1,000 | 750 | 1,750 |
| 60-64 | 700 | 500 | 1,250 |
| 65+ | 800 | 450 | 1,250 |
| Total | 15,750 | 16,600 | 32,350 |

# NAVAJO LABOR FORCE
## BY AGE AND SEX
## PERCENTAGE DISTRIBUTION



## NAVAJO LABOR FORCE BY AGE AND SEX
(Percent)

| Age | Male | | Female | | Total |
|---|---|---|---|---|---|
| | % of Total Male | % of Total Age Group | % of Total Female | % of Total Age Group | % of Total Labor Force |
| 14-19 | 3.5 | 43.4 | 4.5 | 56.6 | 4.0 |
| 20-24 | 14.0 | 43.3 | 17.2 | 56.7 | 15.6 |
| 25-29 | 17.8 | 50.9 | 16.3 | 49.1 | 16.8 |
| 30-34 | 13.0 | 43.7 | 15.7 | 56.3 | 14.4 |
| 35-39 | 10.5 | 42.8 | 13.6 | 57.2 | 12.1 |
| 40-44 | 10.2 | 48.8 | 9.9 | 51.2 | 10.0 |
| 45-49 | 7.9 | 50.2 | 7.5 | 49.8 | 7.7 |
| 50-54 | 7.3 | 57.7 | 5.1 | 42.3 | 6.2 |
| 55-59 | 6.3 | 58.4 | 4.5 | 41.6 | 5.4 |
| 60-64 | 4.4 | 58.0 | 3.0 | 42.0 | 3.9 |
| 65+ | 5.1 | 62.5 | 2.7 | 37.5 | 3.9 |
| Total | 100.0 | 48.7 | 100.0 | 51.3 | 100.0 |

students in the labor force, it may be seen that the Navajo reservation labor force is considerably younger than that of the United States. Whereas the male (over 20) labor force on the Navajo reservation is represented by 46.4 percent in the 20-35 year age group, the U. S. male is represented by only 33.0 percent in the same group. The female situation is similar with 51.4 percent of the Navajo women compared to 33.2% of the U. S. women in this age group. The opposite, of course, is true of the higher age brackets. While 42.6 percent of U. S. male and 43.4 percent of the U. S. total over-20 labor force is over 45 years of age, only 32.3 percent of the Navajo men and 23.9 percent of the Navajo women in the same category have reached this age.

## COMPARISON OF AGE OF LABOR FORCE BY SEX
(excluding those under 20 years of age)

## NAVAJOLAND AND UNITED STATES
(Percent)

| Age Group | Navajo Male | U. S. Male | Navajo Female | U. S. Female |
|---|---|---|---|---|
| 20-24 | 14.5 | 10.8 | 18.0 | 14.7 |
| 25-34 | 31.9 | 22.2 | 33.4 | 18.5 |
| 35-44 | 21.4 | 24.5 | 24.6 | 23.6 |
| 45-54 | 15.8 | 22.6 | 13.2 | 24.1 |
| 55-64 | 11.2 | 15.3 | 7.9 | 15.3 |
| 65+ | 5.3 | 4.7 | 2.8 | 4.0 |

U. S. derived from Handbook of Labor Statistics 1967, pg. 25.

The members of the Navajo labor force lack the educational background to compete on an equal basis with those of the mainstream labor force. While the median school years completed for the civilian labor force over 18 years of age (March 1966) was 12.2, the median for the Navajo is less than five years completed. In the mainstream labor force, 96.7% had attained an education of five years or more.

A portion of the labor force, however, has attained a higher educational level. Of the total, 4,350 or 13.5%, have completed high school. Eight hundred fifty (2.7%) have received some post-high school education. An additional 3,700 (11.4%) have undertaken some high school training, although without graduation. Although there is very little differentiation between the education received by men and women, the men are slightly better educated, as the table below indicates.

**EDUCATIONAL ATTAINMENT OF THE NAVAJO LABOR FORCE BY SEX**
**(Rounded to nearest 50)**

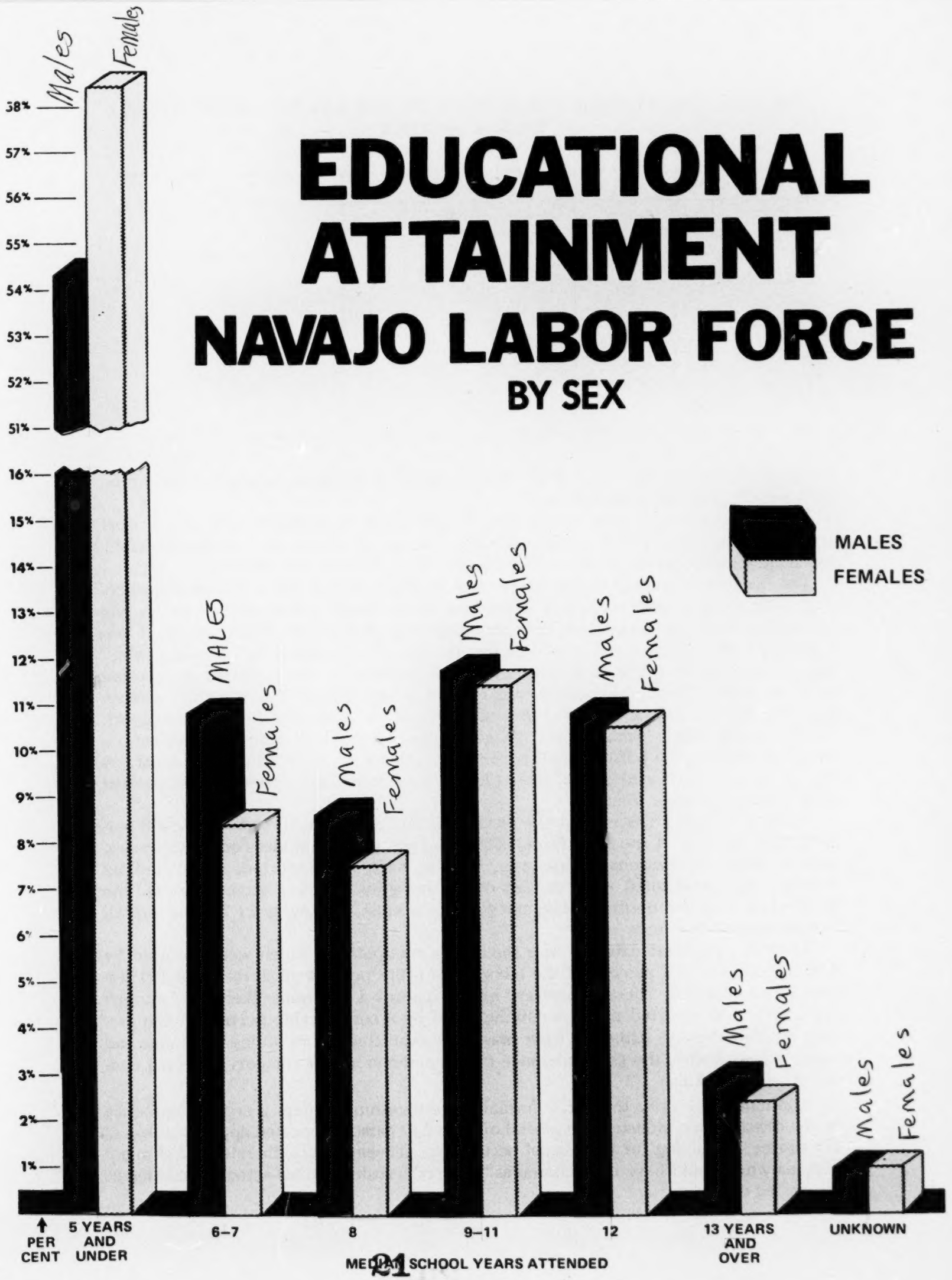
| Grade Level | Male | % of Total Male | Female | % of Total Female | Total | % of Total |
|---|---|---|---|---|---|---|
| 5 yrs. or less | 8,550 | 54.3 | 9,700 | 58.4 | 18,250 | 56.4 |
| 6-7 | 1,700 | 10.8 | 1,400 | 8.4 | 3,100 | 9.6 |
| 8 | 1,350 | 8.6 | 1,250 | 7.5 | 2,600 | 8.0 |
| 9-11 | 1,850 | 11.7 | 1,900 | 11.4 | 3,700 | 11.4 |
| 12 | 1,700 | 10.8 | 1,750 | 10.5 | 3,500 | 10.8 |
| 13 or more | 450 | 2.9 | 400 | 2.4 | 850 | 2.7 |
| Unknown | 150 | 1.0 | 150 | 1.0 | 300 | 1.0 |
| Total | 15,750 | 100.0 | 16,600 | 100.0 | 32,350 | 100.0 |

Note: Sum of individual items may not equal total due to rounding.

It is clear that, with time, the educational level of the Navajo labor force will improve rapidly if the present trend of more education for the young continues. For both males and females, between 20 and 24 years of age, the median education is in the 9-11 years bracket. The median drops to five years or less for males over 30 and females over 25. The median for the 14-19 year old would naturally be relatively low (8th grade) as this group is comprised heavily of the school dropout. Nonetheless, it is significant that this group has attained a higher level than that of those 15 years older — this is an indication of the radical change in attitudes toward and opportunities for formal education which has occurred among the Navajo in the past twenty years.

As might be expected from the character of the Navajo economy, the occupational experience among the Navajo varies markedly from that of the overall population, with a significant concentration in the lesser skilled occupations. The survey yielded an occupational description for 90 percent of those classed in the labor force. It failed to elicit a usable response from 5.1 percent of the men and 14.8 percent of the women. The large nonresponse rate, or rather nonusable response rate, was expected in this case because of the difficulty (both on the part of the respondent and the interviewer) in differentiating between occupation and place of work. A rather high incidence of answers such as "work for the railroad" or "employed at a service station" was consequently encountered. Although it might have been assumed from the characteristics of

# EDUCATIONAL ATTAINMENT
# NAVAJO LABOR FORCE
## BY SEX



## MEDIAN EDUCATIONAL ATTAINMENT OF THE NAVAJO LABOR FORCE BY AGE AND SEX

| Age Group | Male | Female |
|---|---|---|
| 14-19 | 8 years | 8 |
| 20-24 | 9-11 | 9-11 |
| 25-29 | 8 | 5 or less |
| 30-34 | 5 or less | " |
| 35-39 | " | " |
| 40-44 | " | " |
| 45-49 | " | " |
| 50-54 | " | " |
| 55-59 | " | " |
| 60-64 | " | " |
| 65+ | " | " |

many of the respondents that most fell in the lesser skilled occupational categories, they were treated as a separate class.

The occupational categories utilized in the survey are those described in the Dictionary of Occupational Titles, Second Edition, with an additional two categories (traditional agricultural occupations and traditional nonagricultural occupations).

The occupational array of the labor force which follows is based on "usual occupation." For those persons employed at the time of the survey, this would not necessarily correspond with the occupation they were pursuing at the time of the survey. It was considered likely that some of the employed would be engaged in "stop-gap jobs," temporary jobs to fill in until permanent employment in the preferred occupation could be found. Thus, a distinction was made between "present" and "usual" occupation. The former will be discussed in description of the employed later in this report.

The largest single occupational category was the unskilled laborer classification. Approximately 7,750 persons, 24.0 percent of the labor force, listed usual occupations in this category. The majority of these (7,150) were men. This represents 45.4 percent of all men in the labor force.

The next largest category was the services occupations, which contained 5,450 persons (16.8 percent of the labor force). This category, which includes cooks, waitresses, nurse's aides, instructional aides, etc., was, as might be expected, dominated by women, who constituted 84.4 percent of the category. Services occupations are the single most common nontraditional category for women, occupying 27.7 percent of all women in the labor force.

Another significant category was the skilled occupations, which were reported by 2,850 persons or 8.8 percent of the labor force (16.8 percent of all men and 1.2 percent of all women). These figures are highly suspect as it seems likely that a much higher skill was reported than actually achieved by a considerable portion of the persons in this category. Although there was some reporting of machining, mechanic and other skilled trades, the preponderance of respondents in this category reported construction trade skills.

Attaining these skills through a formal apprenticeship program is common practice in the construction industry, yet a total of only 240 persons reported apprenticeship as the source of training for their usual occupation. It seems likely, therefore, that many persons who should have been classed as "helpers" (unskilled), are actually included in the skilled category.

## USUAL OCCUPATION OF THE NAVAJO LABOR FORCE BY SEX

| Occupational Category | Male | Percent of Total Male | Female | Percent of Total Female | Total | Percent of Total Labor Force |
|---|---|---|---|---|---|---|
| Professional & Managerial | 700 | 4.4 | 1,000 | 6.0 | 1,700 | 5.3 |
| Clerical | 200 | 1.3 | 800 | 4.8 | 1,000 | 3.1 |
| Sales | 100 | .6 | 250 | 1.5 | 350 | 1.1 |
| Service | 850 | 5.4 | 4,600 | 27.7 | 5,450 | 16.8 |
| Farming | 950 | 6.0 | 350 | 2.1 | 1,300 | 4.0 |
| Skilled | 2,650 | 16.8 | 200 | 1.2 | 2,850 | 8.8 |
| Semiskilled | 750 | 4.8 | 450 | 2.7 | 1,200 | 3.7 |
| Unskilled | 7,150 | 45.4 | 600 | 3.6 | 7,750 | 24.0 |
| Traditional Agricultural | 1,100 | 7.0 | 1,100 | 6.6 | 2,200 | 6.8 |
| Traditional Nonagricultural | 400 | 2.5 | 4,750 | 28.6 | 5,150 | 15.9 |
| Not Reported | 800 | 5.1 | 2,450 | 14.8 | 3,250 | 10.0 |
| Total | 15,750 | 100.0 | 16,600 | 100.0 | 32,350 | 100.0 |

Note: Sum of individual columns do not equal totals because of rounding.

Moreover, many Navajo, not familiar with the actual requirements of the job market, seem to think the minimal skill training provided to them prepared them for skilled jobs. Experience with the Home Improvement Training Program, administered by the Office of Navajo Economic Opportunity, tends to support this premise. This program, designed to teach skills in home repair and maintenance, included such training as simple carpentry, bricklaying and electrical work. It was not designed to provide the degree of competence required of construction trade journeymen; yet, many trainees reported these trades as their principal occupation with the Home Improvement Training Program recorded as the source of training.

The professional and managerial category was listed as usual occupation by 1,700 persons, or 5.3% of the labor force. This category, claimed by 1,000 women and 700 men, includes tribal officials and a large portion of tribal and Office of Navajo Economic Opportunity staff.

The remaining nontraditional occupational categories were represented by only small percentages of the labor force. Most notable among these is the sales category which occupied only 350 persons (1.1% of the labor force). Again, this is not strange when one considers the nature of the Navajo economy. The primary trade activity is conducted at trading posts, general merchants, and other stores scattered throughout the reservation. Most of these are operated by non-Navajo owners who require very small staffs, if any.

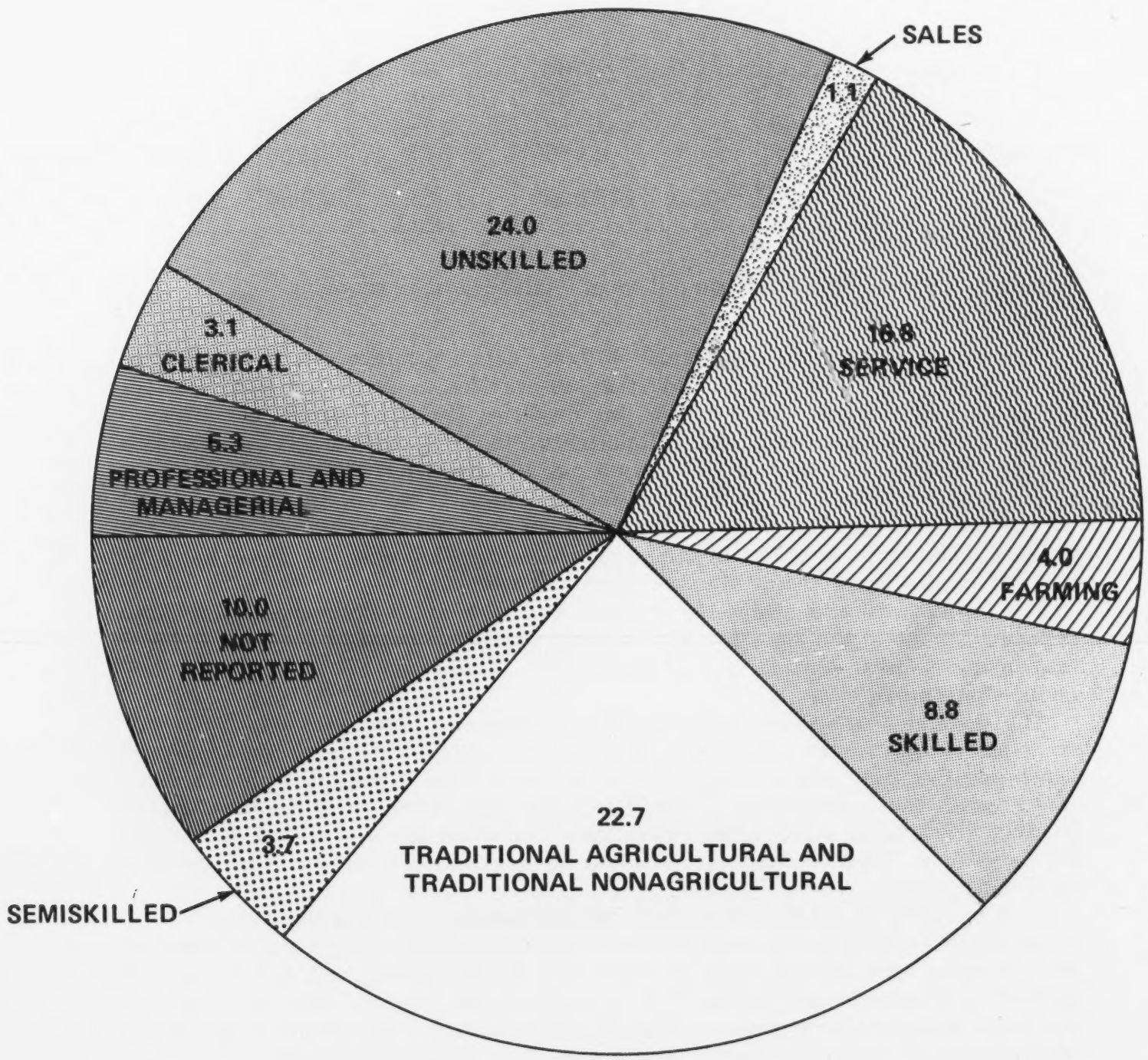
Over one-fifth of the labor force reported occupations classed as traditional — 6.8% in agricultural and 15.9% in nonagricultural occupations. The agricultural occupations are concerned with the raising of livestock. The traditional economy is based almost entirely on livestock — as a source of food, cash income, and raw material (wool) for the major nonagricultural economic pursuit. An estimated 2,200 persons (equal numbers of men and women) are usually occupied in these agricultural pursuits.

# NAVAJO LABOR FORCE

## OCCUPATION OF LABOR FORCE

### PERCENTAGE DISTRIBUTION

### 1967



About 5,150 persons, mostly women (4,750) are engaged in traditional, nonagricultural activities. Considerably more diverse than the agricultural, these pursuits include rug weaving, silversmithing, and religious-medical occupations. However, the vast bulk of the labor force in this category are rug weavers. The Navajo have evolved a distinctive design of hand-woven wool rugs which are very attractive to tourists. The sale of these colorful items of native craft provides a major source of income to Navajoland. A second popular craft is the manufacture of silver and turquoise items of jewelry. This latter craft, as well as the practice of medicine men, is dominated by the estimated 400 men in the traditional nonagricultural category.

### Source of Training for Usual Occupation

The vast majority of the labor force (74%) reported receiving occupational training on the job. This is in line with the occupational experience of the labor force since most unskilled and semiskilled jobs, as well as the traditional occupations, would normally be learned in this manner. An additional 14% reported learning their job skills in a formal vocational-technical education program. This type of training was concentrated in the service (25%), skilled (22%), professional and managerial (14%), and clerical (13%) job categories.

Less than 1% of the labor force reported apprenticeship training as a source of occupational skills. The information was not elicited from 11% of the labor force.

**SOURCE OF OCCUPATIONAL TRAINING, NAVAJO LABOR FORCE BY SEX**
**(Percent)**

| Source of Training | Male | Female | Total |
|---|---|---|---|
| On-the-Job Training | 79 | 70 | 74 |
| Apprenticeship | 1 | * | * |
| Vocational-Technical Training | 15 | 14 | 14 |
| Not Reported | 5 | 16 | 11 |

**Less than one percent.*

Note: A much greater percentage of women (16%) than men (5%) did not report source of training, making analysis of differences in source of training between men and women impossible.

### Length of Experience in Usual Occupation

Forty four percent of the labor force reported at least five years of experience in their usual occupation (88% of the persons in the labor force responded to this inquiry). On the other hand, 17% of the total (20% of the men and 15% of the women), reported less than one year's experience. An additional 14% had worked at this occupation from one to two years, with the remaining 12% having gained three to five years of experience.

## LENGTH OF EXPERIENCE IN USUAL OCCUPATION, NAVAJO LABOR FORCE BY SEX
(Percent)

| Years of Experience | Male | Female | Total |
|---|---|---|---|
| Less than 1 | 19.9 | 14.7 | 17.2 |
| 1-2 years | 15.8 | 13.3 | 14.5 |
| 3-4 years | 14.3 | 10.6 | 12.4 |
| 5 or more | 44.2 | 43.0 | 43.6 |
| Not Reported | 5.9 | 18.4 | 12.3 |

### Employment Status of those in the Labor Force

At the time of the survey, 37.3% of those defined to be in the labor force were employed in either wage and salary or self-employment for a total employment of 12,050. Conversely, 62.7% (20,250) were nonemployed. Generally, the definition of the employed in this study is identical to the national definition — making further comparisons of Navajo and national characteristics of this group valid.

A series of employment and nonemployment rates of components of the Navajo labor force is discussed below. Useful when limited to the analysis of the Navajo labor force, these rates should not be compared to other series. Because of the inflated number of "nonemployed" versus "unemployed," the Navajo "employment rate" as calculated here, seriously understates this statistic in comparison to that which would be derived utilizing standard labor force definitions. As discussed earlier, however, the definitions were altered to apply to the peculiar situation existent on the Navajo Reservation and environs and present a clearer picture of the labor force in the context of its own economic environs.

As stated earlier, only one of every three persons who expressed a desire to work was actually employed. The employment rate was slightly higher for men (39.0%) than for women (35.7%). As might be expected, the rate was extremely low among teenagers (17.4%). Since students were automatically excluded from the labor force, the 14-19 year age category included primarily school dropouts, educationally less qualified than the younger adult Navajo.

The employment rate for the total labor force rises above 40% only in the 35-39 and 50-54 year of age categories. In the remaining five year age groups (excluding those under 20 years of age), the rate starts at 33.4%. There is a considerable rate differential between males and females in the early adult years. From age 25 to 49, the employment rate among men was higher than among women. The difference was most pronounced in the 25-29 age category, where 43.2% of the men in the labor force were working while only 32.6% of the women were.

In the 50-54 age grouping, the employment rate for both men and women rises substantially (to 45.0% and 46.2% respectively) only to fall again past age 55. Among the women, this rise in the employment rate is coincident with a rather steep drop in the labor force participation rate (from 78.9% among 45-49 year old women to 63.9% among the 50-54 year olds) indicating, perhaps, a withdrawal at this age of those unsuccessful in locating employment. Among the males, however, no similar withdrawal occurs. In fact, the employed males in the 50-54 age bracket outnumber those in any other age grouping, despite the fact that the total number of men in this age group is fewer than in the next younger group.

The rate remains relatively high past 65 (42.2% for men and 35% for women). As will be shown later, traditional pursuits are an extremely important source of employment for these older residents.

**EMPLOYMENT RATE OF THE NAVAJO LABOR FORCE BY AGE AND SEX**
**(Employed as Percent of Labor Force)**

| Age Group | Male | Female | Total |
|---|---|---|---|
| 14-19 | 15.9 | 18.5 | 17.4 |
| 20-24 | 32.8 | 33.9 | 33.4 |
| 25-29 | 43.2 | 32.6 | 38.0 |
| 30-34 | 41.6 | 37.6 | 39.3 |
| 35-39 | 41.8 | 38.7 | 40.1 |
| 40-44 | 39.2 | 37.8 | 37.9 |
| 45-49 | 37.5 | 35.5 | 36.5 |
| 50-54 | 45.0 | 46.2 | 45.5 |
| 55-59 | 36.9 | 37.1 | 37.2 |
| 60-64 | 37.8 | 39.0 | 38.3 |
| 65+ | 42.2 | 35.0 | 39.5 |
| Total | 39.0 | 35.7 | 37.2 |

# V. CHARACTERISTICS OF THE EMPLOYED

A total of 12,050 Navajo, 6,150 men and 5,900 women, reported themselves to be employed at the time of the survey. The employed group were extremely young — 59.3% being between 20 and 39 years of age. The largest single five-year age group was the 25-29 year group, which contained 17.2% of the total. This concentration was heavily influenced by the Navajo employed males, 19.5% of whom fell into this age category. Employment in the entire 20-39 age grouping, however, is more heavily concentrated for the women (62.4%) than the men (56.4%).

A significant variation from national employment patterns exists in the sex ratio of the Navajo employed. Nearly half (49.1%) of the total employed Navajo are women, while, in the Nation, women constitute only 35%.* Since males are more likely to accept seasonal off-reservation employment, the ratio would probably be adjusted in their favor if data on temporary absentees could have been collected. However, much of the recent industrial development on the reservation (electronic assembly) is heavily female-oriented, making desirable new employment opportunities available to them. At the time of the survey, no such developments in industries favoring male employment had occurred. Subsequently, however, further development of oil and mining activities has afforded more opportunities to men and has probably affected the ratio to some degree, although not enough to signal a significant shift.

*"*Employment Status of Persons 16-19 Years old and Adults . . . " Table II in Handbook of Labor Statistics, 1967, p. 35, BLS Bulletin Number 1555.*

**THE EMPLOYED NAVAJO BY AGE AND SEX***
**(Rounded to nearest 50)**

| Age Category | Male | Female | Total |
|---|---|---|---|
| 14-19 | 100 | 150 | 200 |
| 20-24 | 700 | 950 | 1,700 |
| 25-29 | 1,200 | 900 | 2,100 |
| 30-34 | 850 | 1,000 | 1,850 |
| 35-39 | 700 | 850 | 1,550 |
| 40-44 | 650 | 600 | 1,250 |
| 45-49 | 450 | 450 | 900 |
| 50-54 | 500 | 400 | 900 |
| 55-59 | 350 | 250 | 650 |
| 60-64 | 250 | 200 | 450 |
| 65+ | 350 | 150 | 500 |
| Total | 6,150 | 5,900 | 12,050 |

**Sum of individual data items may not equal totals, due to rounding.*

## THE EMPLOYED NAVAJO BY AGE AND SEX
(Percent)

| Age | MALE | | FEMALE | | TOTAL |
|---|---|---|---|---|---|
| | % of Total Male | % of Total Age Group | % of Total Female | % of Total Age Group | % of Total Labor Force |
| 14-19 | 1.4 | 39.9 | 2.3 | 60.1 | 1.8 |
| 20-24 | 11.7 | 42.5 | 16.4 | 57.5 | 14.0 |
| 25-29 | 19.5 | 57.8 | 14.8 | 42.2 | 17.2 |
| 30-34 | 13.8 | 46.2 | 16.6 | 53.8 | 15.2 |
| 35-39 | 11.4 | 44.7 | 14.6 | 55.3 | 12.9 |
| 40-44 | 10.3 | 50.5 | 10.5 | 49.5 | 10.4 |
| 45-49 | 7.7 | 51.6 | 7.4 | 48.4 | 7.6 |
| 50-54 | 8.4 | 57.0 | 6.5 | 43.0 | 7.5 |
| 55-59 | 6.1 | 57.8 | 4.6 | 42.2 | 5.4 |
| 60-64 | 4.4 | 57.2 | 3.4 | 42.8 | 4.1 |
| 65+ | 5.4 | 66.8 | 2.8 | 33.2 | 4.2 |
| Total | 100.0 | 50.9 | 100.0 | 49.1 | 100.0 |

The total 7,500 employed persons, 62.0% of all employed, have attained an educational level of eight grades or less. Nearly half, 45% of the total Navajo employed, have completed five years of schooling or less while the remaining 17% are equally divided between the 6-7th and 8th grade education levels. Approximately 3,850 persons had attended high school level classes, of which 2,200 (18.3% of the total) has completed 12th grade. An additional 650 persons (5.2%) had attained some post-high school education or institutional training.

Generally speaking, the educational qualifications of the employed male are slightly better than the employed female. While 38.6% of the men had completed some high school, only 35.4% of the women had. Although the high school completion ratio of all women who had attended high school is slightly better than the ratio for men, an overall 23.8% of all employed males had completed 12 grades while only 23.1% of the women had. Post-high school training or education was slightly more common among women (5.4%) than men (5.0%).

As is true of the labor force as a whole, the educational level among the younger adults is considerably higher than that attained by their elders. A median educational achievement of at least 9-11 grades was attained by persons in the 20-29 age categories (women between 20-24 attained a median 12 grades completed). The education level drops rapidly after age thirty for both men and women, dipping to five years or less completed in the 35-39 age class.

### Occupation of the Employed

Nearly one-third of the employed Navajo reported themselves to be engaged in a traditional occupation. (These occupations are discussed on page 25.) Traditional employment is considerably more predominant among women than men. About 2,600 women reported being presently engaged in traditional occupations, compared to 1,100 men. Approximately 950 men (15.6% of all employed males) and 850 women (14.0%) reported working in agricultural pursuits — primarily sheepherding. An additional 150 men (2.6%) and 1,750 women (29.1%) worked at traditional nonagricultural occupations.

## EDUCATIONAL ATTAINMENT OF THE EMPLOYED NAVAJO BY SEX
(Rounded to the nearest 50)

| Grade Level | Male | Pct. of Total Male | Female | Pct. of Total Female | Total | Pct. of Total |
|---|---|---|---|---|---|---|
| 5 or less | 2,600 | 42.7 | 2,800 | 47.4 | 5,450 | 45.0 |
| 6-7 | 550 | 8.9 | 500 | 8.2 | 1,050 | 8.6 |
| 8 | 550 | 8.6 | 500 | 8.2 | 1,000 | 8.4 |
| 9-11 | 900 | 14.8 | 750 | 12.3 | 1,650 | 13.6 |
| 12 | 1,150 | 18.8 | 1,050 | 17.7 | 2,200 | 18.3 |
| 13 & over | 300 | 5.0 | 300 | 5.4 | 650 | 5.2 |
| Not rept. | 50 | 1.2 | 50 | 0.8 | 100 | 1.0 |
| Total | 6,150 | 100.0 | 5,950 | 100.0 | 12,050 | 100.0 |

## MEDIAN EDUCATIONAL ATTAINMENT OF THE EMPLOYED BY AGE AND SEX

| Age Group | Male | Female |
|---|---|---|
| 14-19 | 9-11 years | 8 years |
| 20-24 | 9-11 | 12 |
| 25-29 | 9-11 | 9-11 |
| 30-34 | 6-7 | 6-7 |
| 35-39 | 5 or less | 5 or less |
| 40-44 | 5 or less | 5 or less |
| 45-49 | 8 | 5 or less |
| 50-54 | 6-7 | 5 or less |
| 55-59 | 5 or less | 5 or less |
| 60-64 | 5 or less | 5 or less |
| 65+ | 5 or less | 5 or less |

Nontraditional occupations employed approximately 8,350 persons, 5,000 men and 3,350 women. As was true of the total labor force, the occupational distribution varies greatly from the national, with extremely high concentrations in the professional, semiprofessional and managerial (15.7%), service (15.7%), skilled (12.1%) and unskilled (12.3%) occupations. Clerical work occupied only 5.4% of the employed; sales occupations employed an additional 1.2%. Semiskilled occupations were listed by 5.9% of the employed while 0.7% listed farming occupations.

At first glance, a discrepancy seems to exist in the total number of persons employed in professional, semiprofessional and managerial occupations (1,900) and the number of persons in the labor force who listed these occupations as their "usual" occupation (1,700). However, a large percentage of those employed in the professional, semiprofessional and managerial category were either elected tribal officials or employees of the Office of Navajo Economic Opportunity. A substantial number from both classes viewed their present pursuits as temporary and listed prior occupational fields as "usual" occupations.

The reverse is true in the skilled occupations. Approximately 250 fewer employed persons reported present employment in skilled occupations than had reported "usual work" in this category. Although a portion of this difference is probably due to an

overstatement of qualifications (in the usual occupation), it is also indicative of a significant underemployment problem on the reservation. Navajo graduates of vocational training institutions and recipients of training under BIA employment assistance sponsorship who return to the reservation may have difficulty in obtaining training related employment. This would be especially true of those trained in skilled manual occupations, as these could not be readily absorbed in the government/service dominated economy. In order to work, this group would have to accept other work, often at a lesser skill level and thus be able to command only a lesser wage than their training would allow them to obtain elsewhere.

Professional and managerial and service occupations engage a large majority of the 3,400 women employed in nontraditional occupations. The professional and managerial job categories occupy 30.6% of these women while service occupations are claimed by 37.3%. Again, these concentrations may be expected from the economic makeup of the area. The professional and managerial employment is generated by the governmental and quasi-governmental agencies and parochial education facilities which dominate the area economy. Service employment is also heavy in these agencies, especially in the educational and health facilities, which require both food preparation and custodial personnel. The Bureau of Indian Affairs boarding schools employ instructional aides to supervise a broad program of recreation and living in dormitories. These positions fall in the service category.

Of the nontraditionally employed women, 14.9% are employed as clerical workers, making this the third largest job category. All other categories employ less than 10% each (semiskilled — 7.8%; unskilled — 4.2%; skilled — 2.8%; and sales — 2.3%). As noted previously, sales occupations, a major source of employment nationally, are an insignificant factor in the Navajo economy; principally because of the dominance of non-Indian owned and operated trading posts general merchandise and other stores on the reservation itself and the influence of retail establishments in communities surrounding the reservation. Subsequent to the survey, however, a major retail outlet employing primarily Indian workers has been established at Window Rock. Success of this operation could conceivably induce similar endeavors to locate elsewhere on the reservation. Operations of sufficient size to separate the management from the sales functions would necessarily employ Navajos at least in the latter function. Within a relatively short period of time, employment in sales occupations could rise significantly.

Employment of males in nontraditional employment is concentrated in "blue-collar" occupations. Approximately 3,150 (of a total of 4,950) reported employment in the skilled (27.3%),* semiskilled (9.1%)* or unskilled (27.3%)* job categories. Again, the employment total in skilled occupations is suspect. It is quite likely that skill levels were exaggerated resulting in an undercount of unskilled and an overcount of skilled workers.

Professional and managerial occupations were listed by 17.2% of the nontraditionally employed males. Again, governmental employment (including elected tribal officials) provided the primary source of jobs in this category.

Service occupations were reported by 13.1% of nontraditionally employed men, while clerical, sales and farming occupations were listed by 3.0%, 1.0%, and 2.0%, respectively.

A word of explanation concerning employment in farming occupations is necessary here, as agricultural employment plays a considerably larger role in the Navajo economy than the survey results would indicate. It must be remembered that the survey was conducted among those persons on the population register who were found to be reservation residents at the time of the survey. As most of the farm labor performed by

**Percent of total nontraditional employed males.*

## PRESENT OCCUPATION OF THE EMPLOYED NAVAJO BY SEX
(Rounded to nearest 50)

| Occupational Category | Male | % of Total Male | Female | % of Total Female | Total | % of Total Employed |
|---|---|---|---|---|---|---|
| Professional & Managerial | 850 | 14.2 | 1,050 | 17.3 | 1,900 | 15.7 |
| Clerical | 150 | 2.6 | 500 | 8.4 | 650 | 5.4 |
| Sales | 50 | 1.1 | 100 | 1.3 | 150 | 1.2 |
| Service | 650 | 10.5 | 1,250 | 21.1 | 1,900 | 15.7 |
| Farming | 100 | 1.3 | — | — | 100 | 0.7 |
| Skilled | 1,350 | 22.2 | 100 | 1.6 | 1,450 | 12.1 |
| Semiskilled | 450 | 7.5 | 250 | 4.4 | 700 | 5.9 |
| Unskilled | 1,350 | 21.9 | 150 | 2.4 | 1,500 | 12.3 |
| Traditional Agricultural | 950 | 15.6 | 850 | 14.0 | 1,800 | 14.8 |
| Traditional Nonagricultural | 150 | 2.6 | 1,750 | 29.1 | 1,900 | 15.6 |
| Not Reported | 50 | 0.6 | — | — | 50 | 0.4 |
| Total | 6,150 | 100.0 | 5,950 | 100.0 | 12,050 | 100.0 |

Navajos is accomplished on a migratory basis (the worker lives away from the reservation while employed in agriculture) a tally of employed residents would necessarily exclude farm laborers.

### Industry of the Employed

Approximately one-third (31.3%) of all employed Navajos consider themselves self-employed. The majority of this group is, of course, engaged in traditional occupations; very few are engaged in the small business ventures such as stores or service stations normally associated with the term "self-employment."

Of the 8,300 persons (68.7% of total employed) in wage and salary employment, the majority are engaged in the services and government industries. Governmental employment is provided primarily by the Federal Government, chiefly by the Bureau of Indian Affairs and the Indian Health Service. Some state and local governmental units also maintain reservation operations and thereby provide employment to indigenous personnel. The numbers, however, are an inconsequential portion of the total.

The largest employer in the services sector is the Navajo Tribe (including ONEO, the Office of Navajo Economic Opportunity). Tribal enterprises with identifiable products, such as the Navajo Tribal Utilities Authority and the Navajo Forest Products Industries, were placed in the appropriate industrial classifications rather than grouped with the tribe. Consequently, the proportion of the services sector represented by tribal employment includes only the actual governmental administration and ONEO.

These two sectors employ about 5,450 persons, 45.0% of all employed persons and, more significantly, 65.8% of all wage and salary workers. Manufacturing and trade employed approximately 800 persons or 9.7% of wage and salary workers each. All other industrial classifications employ less than 6.0%; the finance, insurance, and real estate industry has no significant employment on the reservation.

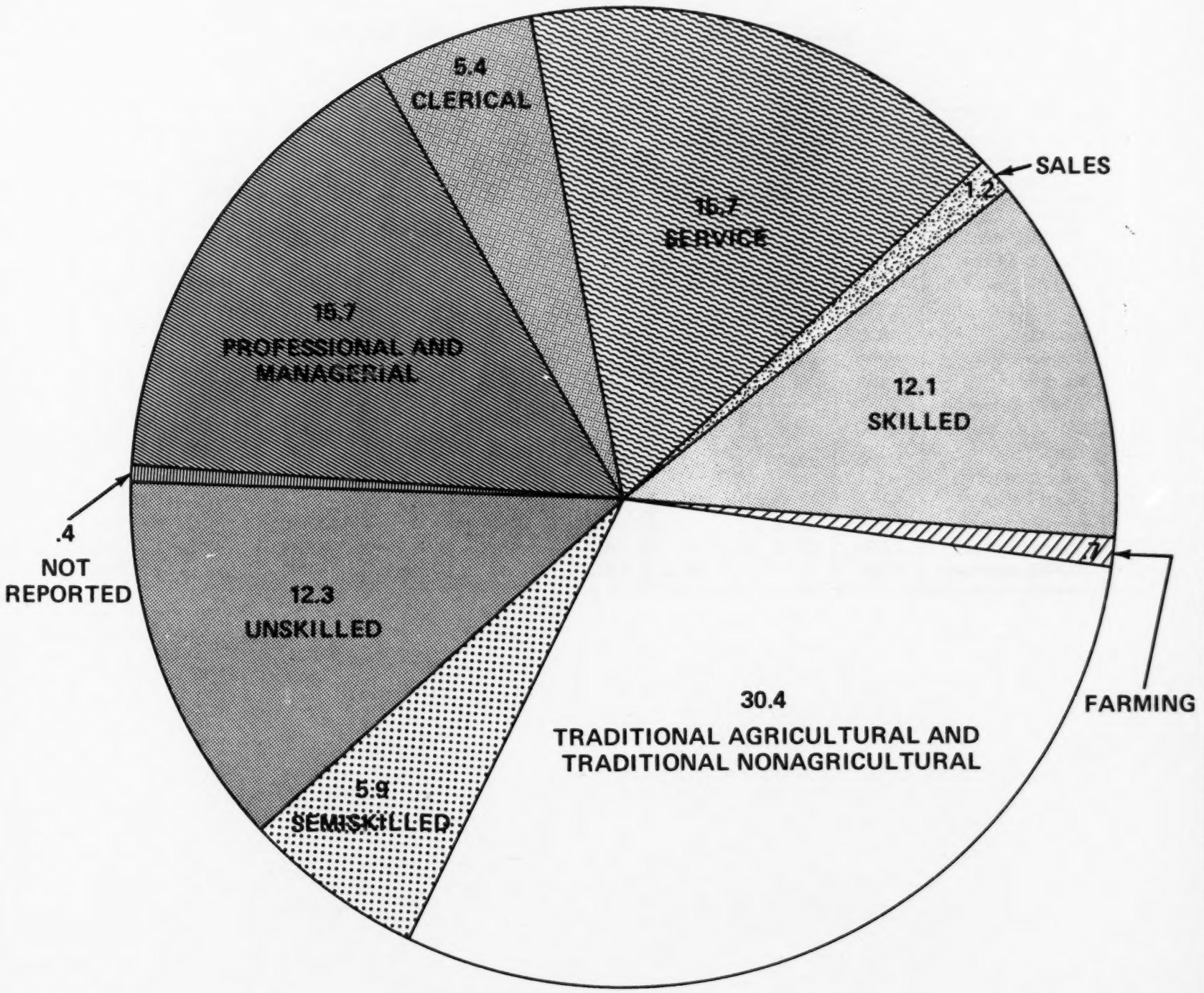
Among Navajo women, self-employment is a more significant source of work than among men; 43.7% of all employed women worked in this category. Employment by

# NAVAJO LABOR FORCE

## OCCUPATION OF EMPLOYED LABOR FORCE

### PERCENTAGE DISTRIBUTION

### 1967



industry of the 3,350 female wage and salary workers is concentrated in four industries: Government, services, manufacturing and trade. Nearly one-half (49.2%) are employed in the government sector; an additional 28.3% are engaged in the services sector. Manufacturing and trade firms engage 10.4% each.

Self-employment is relatively less significant among Navajo men, only 19.5% of the employed reported this form of employment. Wage and salary workers numbered 4,950 with a considerably broader industrial spread than women. Only 30.3% reported government employment; the 28.3% representation in the services sector was identical to the percentage of women in that sector. The manufacturing, trade, and transportation, communications, and public utilities industries, however, each employed 9.1% of male wage and salaried workers while the mining, construction, and agricultural industries employed 7.1%, 4.0%, and 3.0%, respectively.

## INDUSTRY OF THE EMPLOYED NAVAJO BY SEX
**(Rounded to nearest 50)**

| Industry Classification | Male | % of Male | | Female | % of Female | | Total | % of Employed | |
|---|---|---|---|---|---|---|---|---|---|
| | | Wage & Salary | Total | | Wage & Salary | Total | | Wage & Salary | Total |
| Total Employment | 6,150 | | 100.0 | 5,950 | | 100.0 | 12,100 | | 100.0 |
| Wage & Salary Employment | 4,950 | 100.0 | 80.5 | 3,350 | | 56.3 | 8,300 | 100.0 | 68.7 |
| Agriculture | 150 | 3.0 | | | | | 150 | 1.9 | |
| Mining | 350 | 7.1 | | | | | 350 | 4.2 | |
| Construction | 200 | 4.0 | | | | | 200 | 2.7 | |
| Manufacturing | 450 | 9.1 | | 350 | 10.4 | | 800 | 9.7 | |
| Trans., Comm., & Pub. Util. | 450 | 9.1 | | | | | 500 | 5.9 | |
| Trade | 450 | 9.1 | | 350 | 10.4 | | 800 | 9.7 | |
| Fin., Insur., & Real Estate | — | | | — | | | — | | |
| Services | 1,400 | 28.3 | | 950 | 28.3 | | 2,350 | 28.3 | |
| Government | 1,500 | 30.3 | | 1,650 | 49.2 | | 3,100 | 37.5 | |
| Self-Employment | 1,200 | | 19.5 | 2,600 | | 43.7 | 3,800 | | 31.3 |

# VI. CHARACTERISTICS OF THE NONEMPLOYED

Nearly 20,300 persons, 9,600 men and 10,700 women, reported themselves without jobs, willing to accept suitable employment, but not necessarily seeking work. Because of the deviation from the normal definition of "unemployment," this group was termed the "nonemployed." It includes those in the population 14 years of age and older who: 1) were not enrolled as full-time students, 2) were not employed at the time of the survey but, 3) expressed a desire for suitable employment. Undoubtedly, the ranks of this group would be diminished by refusal of some members to accept offered employment and, as such, the analysis offered here should be recognized as dealing with the maximum unutilized manpower resource. It might be argued that those "not in the labor force" would represent an additional resource. However, since only an expression of willingness to work was required to attain an "in-labor force" status, this additional resource offered by this group is, at best, minimal and, for the present, ignored.

The Navajo nonemployed are a relatively young group. Over two-thirds (68.6%) are between the ages of 20 and 44, normally considered "prime" working years. This concentration is considerably more pronounced among women (72.6%) than among men (64.4%). Over one-half of the total are under 34 years of age.

The largest concentration is in the 20-24 year age group. The nonemployed of this age number 3,550 and constitute 17.5% of the total nonemployed; 16.2% of all nonemployed men, 18.3% of the women.

Each succeeding age group experiences a decline of representation from the preceding one to an eventual 3.8% in the 60-64 year group. As might be expected from the

THE NONEMPLOYED NAVAJO BY AGE AND SEX

| Age Category | Male | Female | Total |
|---|---|---|---|
| 14-19 | 450 | 600 | 1,100 |
| 20-24 | 1,600 | 1,950 | 3,550 |
| 25-29 | 1,450 | 1,800 | 3,250 |
| 30-34 | 1,250 | 1,600 | 2,800 |
| 35-39 | 950 | 1,400 | 2,350 |
| 40-44 | 950 | 1,000 | 1,950 |
| 45-49 | 800 | 750 | 1,600 |
| 50-54 | 650 | 450 | 1,100 |
| 55-59 | 600 | 450 | 1,100 |
| 60-64 | 450 | 300 | 750 |
| 65+ | 450 | 300 | 750 |
| Total | 9,600 | 10,650 | 20,300 |

greater concentration among women than men in the 20-44 age group, their participation declines more rapidly with age than the men's.

Through the age group 40-44, nonemployed women outnumber the men in every five-year age group. Beyond 45 years of age, however, the reverse occurs. Approximately 2,950 men over 45 are counted among the nonemployed compared to 2,250 women. As shown earlier, this trend, observable among the employed also, is primarily caused by: 1) a more rapidly declining participation rate among women and, 2) a shift in the sex ratio in favor of the men with advancing age.

## THE NONEMPLOYED NAVAJO BY AGE AND SEX
**(Percent)**

| Age | Male | | Female | | Total |
|---|---|---|---|---|---|
| | % of Total Male | % of Total Age Group | % of Total Female | % of Total Age Group | % of Total Nonemployed |
| 14-19 | 4.9 | 43.3 | 5.8 | 56.7 | 5.3 |
| 20-24 | 16.6 | 45.1 | 18.3 | 54.9 | 17.5 |
| 25-29 | 15.2 | 44.7 | 17.0 | 55.3 | 16.1 |
| 30-34 | 12.7 | 43.7 | 14.8 | 56.3 | 13.8 |
| 35-39 | 10.1 | 41.2 | 13.0 | 58.8 | 11.6 |
| 40-44 | 9.8 | 48.3 | 9.5 | 51.7 | 9.6 |
| 45-49 | 8.4 | 50.7 | 7.3 | 49.3 | 7.8 |
| 50-54 | 6.7 | 59.6 | 4.1 | 40.4 | 5.4 |
| 55-59 | 6.2 | 55.9 | 4.4 | 44.1 | 5.3 |
| 60-64 | 4.8 | 60.5 | 2.8 | 39.5 | 3.8 |
| 65+ | 4.4 | 58.1 | 2.9 | 41.9 | 3.6 |
| Total | 100.0 | 47.4 | 100.0 | 52.6 | 100.0 |

## EDUCATIONAL ATTAINMENT OF THE NONEMPLOYED NAVAJO BY SEX
**(Rounded to nearest 50)**

| Grade Level | Male | % of Total Male | Female | % of Total Female | Total | % of Total |
|---|---|---|---|---|---|---|
| 5 yrs. or less | 5,900 | 61.5 | 6,900 | 64.9 | 12,850 | 63.3 |
| 6-7 | 1,150 | 12.1 | 900 | 8.6 | 2,100 | 10.2 |
| 8 | 800 | 8.4 | 800 | 7.3 | 1,600 | 7.8 |
| 9-11 | 950 | 9.6 | 1,150 | 10.8 | 2,100 | 10.2 |
| 12 | 550 | 5.9 | 700 | 6.7 | 1,300 | 6.3 |
| 13 & over | 150 | 1.5 | 100 | .8 | 250 | 1.1 |
| Not Rept. | 100 | 0.9 | 100 | 1.0 | 200 | 1.0 |
| Total | 9,600 | 100.0 | 10,650 | 100.0 | 20,250 | 100.0 |

Of the 20,300 nonemployed Navajos, 81.3% have completed eight years of schooling or less. Nearly two-thirds, 63.3% claim five years or less of schooling, while 10.2% and 7.8% have completed 6-7 grades or 8th grade, respectively. About 1,300 (6.3%)

have completed 12 grades, while an additional 2,100 (10.2%) received some high school level education less than 12th grade. Only 200 (1.1%) reported attending post-high school education or training.

The educational profiles of the nonemployed men and women are very similar. A slightly higher percentage of men than women have received an eighth grade or less education, but the difference is not significant (1.2 percentage points). Conversely, a larger percentage of nonemployed women have attained some high school education. However, 1.5% of the men reported some post-high school training while only 0.8% of the women claimed similar education.

Among the nonemployed, the median educational level is once again higher among the younger Navajo. Females between 20 and 24 attained a median 9-11 years of school completed while a median educational level of 8th grade was achieved by all groups under 25 years of age. Men between 25 and 29 completed 6-7 grades of schooling whereas women of the same age completed only a median five years or less of schooling. All sex/age classes over 30 years old achieved a median five years or less of schooling.

**MEDIAN EDUCATIONAL ATTAINMENT OF THE NONEMPLOYED BY AGE AND SEX**

| Age Group | Male | Female |
|---|---|---|
| 14-19 | 8 years | 8 years |
| 20-24 | 8 | 9-11 |
| 25-29 | 6-7 | 5 or less |
| 30-34 | 5 or less | 5 or less |
| 35-39 | 5 or less | 5 or less |
| 40-44 | 5 or less | 5 or less |
| 45-49 | 5 or less | 5 or less |
| 50-54 | 5 or less | 5 or less |
| 55-59 | 5 or less | 5 or less |
| 60-64 | 5 or less | 5 or less |
| 65+ | 5 or less | 5 or less |

The establishment of relatively large classes at the lower end of the educational scale makes comparisons of educational achievement of the employed and nonemployed difficult. With the exception of employed males between 45 and 59, all sex/age groups over the age of 35 attained a median education level of five years or less. Among younger Navajo, however, a definite pattern of lesser educational achievement among the nonemployed arises. In nearly every age/sex class, the median education achieved by the employed was higher than that of the nonemployed:

| | Male | | Female | |
|---|---|---|---|---|
| Age | Employed | Nonemployed | Employed | Nonemployed |
| 14-19 | 9-11 years | 8 years | 8 years | 8 years |
| 20-24 | 9-11 | 8 | 12 | 9-11 |
| 25-29 | 9-11 | 6-7 | 9-11 | 5 or less |
| 30-34 | 6-7 | 5 or less | 6-7 | 5 or less |

## Usual Occupation of the Nonemployed

Information was elicited concerning the "usual" occupation of nonemployed respondents rather than the classification of the "last" job to avoid the influence of stop-gap or temporary employment on the occupational structure of this group. This type of employment is offered in tribal public work projects as well as obtained through individual search.

This approach, however, required the respondent to evaluate his own work history and decide which occupational field was to be considered "usual." Thus, a bias in favor of choosing the more desirable occupations in the work history rather than either the most recent or that of the longest duration was introduced. However, this problem becomes acute only in those cases when respondents had highly diverse occupational experiences, probably an infrequent occurrence in this population.

A response to the question about a usual occupation was obtained from 83.7% of the nonemployed. The remaining 16.3% (about 3,300 persons) either did not report an occupation or stated that they had never worked. The majority of the nonrespondents were women, 2,500 in number, or 23.5% of the total nonemployed women. In comparison, only 800 (8.4%) of the men did not respond.

In the nonemployed labor force as a whole, the unskilled occupational category was, by far, the most frequently listed — 30.4% (6,150) of all persons listed occupations in this category. Other large groups were service occupations (17.5%) and traditional nonagricultural occupations (16.3%). Farming occupations were listed by 5.8% of the respondents; 5.7% claimed skilled occupations, while semiskilled work was listed by 2.7%. Experience in the other occupational categories was relatively insignificant — each of them account for less than 2.0% of the nonemployed.

Among men, unskilled work was listed by 5,700 — 59.4% of all nonemployed men. Skilled work was claimed by 11.1%, while another 3.8% listed semiskilled occupations. Approximately 850 Navajo men, 9.0% of the total, claimed farming experiences while 3.4% (350) had worked in service occupations.

Usual work for the nonemployed women was concentrated in the service (30.1%) and traditional nonagricultural (29.3%) occupations. Another 4.2% reported work in unskilled occupations, while 3.0% listed farming occupations. The other occupational categories were each represented by less than 3.0% of the nonemployed women. (As stated previously, 23.5% of the nonemployed women did not report an occupation.) As might be expected, a considerable imbalance exists between the occupational structure of the employed and the nonemployed. While unskilled workers constituted 30.4% of the nonemployed (36.3% of all who reported an occupation), they represented only 12.3% of the employed. The reverse is true in the professional and managerial (0.7% of the nonemployed, 15.7% of the employed), clerical (1.4% of the nonemployed, 5.4% of the employed) and skilled (5.7% of the nonemployed, 12.1% of the employed) occupations.

A much smaller percentage of the nonemployed (2.2%) than employed (14.8%) were engaged in traditional agricultural work indicating, in this case, that persons following this pursuit seem to consider themselves employed. Traditional nonagricultural work experience, on the other hand, was claimed by a larger percentage of the nonemployed (16.3%) than employed (15.6%). Seemingly, the attachment to this type of work as employment is not as great.

## USUAL OCCUPATION OF THE NONEMPLOYED NAVAJO BY SEX
(Rounded to nearest 50)

| Occupational Category | Male | % of Total Male | Female | % of Total Female | Total | % of Total Nonempl. |
|---|---|---|---|---|---|---|
| Total | 9,600 | 100.0 | 10,650 | 100.0 | 20,250 | 100.0 |
| Prof., Tech. & Mgrl. | 50 | 0.4 | 100 | 0.9 | 150 | 0.7 |
| Clerical | * | 0.3 | 250 | 2.4 | 300 | 1.4 |
| Sales | 50 | 0.4 | 250 | 2.3 | 300 | 1.4 |
| Service | 350 | 3.4 | 3,200 | 30.1 | 3,550 | 17.5 |
| Farm | 850 | 9.0 | 300 | 3.0 | 1,200 | 5.8 |
| Skilled | 1,050 | 11.1 | 100 | 0.9 | 1,150 | 5.7 |
| Semiskilled | 350 | 3.8 | 200 | 1.7 | 550 | 2.7 |
| Unskilled | 5,700 | 59.4 | 450 | 4.2 | 6,150 | 30.4 |
| Traditional Agricultural | 150 | 1.8 | 200 | 1.7 | 350 | 1.8 |
| Traditional Nonagricultural | 200 | 1.9 | 3,100 | 29.3 | 3,300 | 16.3 |
| Not Reported or None | 800 | 8.4 | 2,500 | 23.5 | 3,300 | 16.3 |

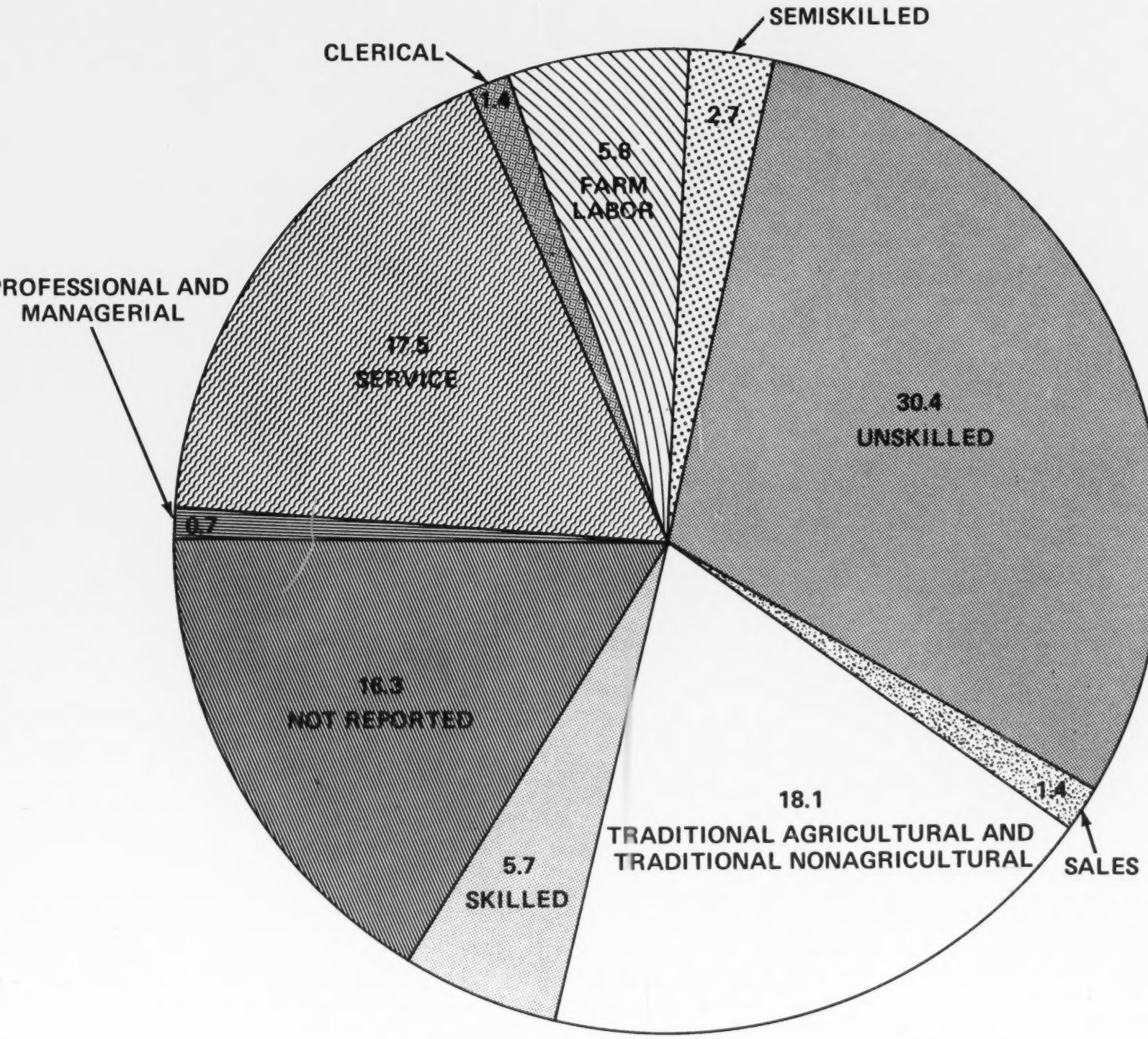
*Less than 50.*

# NAVAJO LABOR FORCE

## OCCUPATION OF NONEMPLOYED LABOR FORCE

### PERCENTAGE DISTRIBUTION

1967



# VII. IMPLICATIONS FOR MANPOWER POLICY

Manpower policy in the United States has shifted radically from the commitment to maintenance of full employment as spelled out in the Full Employment Act of 1946 to the training of the disadvantaged, the hard core unemployed, to enable them to enter the mainstream prosperity of the current United States economy. To a large extent, the latter emphasis can be successful only because full-employment goals have been achieved. In periods of slack employment, training programs designed to prepare and upgrade disadvantaged workers for job openings for which qualified applicants are available would only serve to displace the latter — the qualified applicants — if the employment goal for the disadvantaged is achieved. No economic benefit would be derived by this exchange, although the program might be justifiable in terms of social goals by attaining an ethnically "balanced" unemployed group.

In contrast to the United States as a whole, the Navajo area is essentially an extremely underdeveloped area. It is isolated from the growth and increasing prosperity of the "mainstream" United States. In this case, the social and economic isolation experienced by large segments of other minority ethnic groups is compounded by the geographic isolation of the area. The Navajo Reservation, some 24,000 square miles in area, is remote from nonreservation population centers; reservation residents, therefore, have little meaningful interaction with the majority population.

During the survey, a majority of the labor force (72%) indicated resistance to relocating off-reservation for employment. Thus, a program directed to encouraging and aiding the outmigration of trainable Navajos to areas within the United States where employment opportunities do exist would have limited applicability.

The solution to the underutilization of the Navajo manpower must then lie in the development of a local economy strong enough to absorb those willing and able to work. As the survey showed, this will be a massive task. Of the total labor force of 32,350, only 12,100 reported themselves employed during the survey period — thus only 37.3% of all persons expressing a desire to work were actually engaged in employment, both wage and salary and self-employment.

If a self-sufficient economy is to be a goal, a radical shift must also be effected in the industrial structure of the economy. At the time of the survey, 37.5% of the employed Navajos were working in the government sector with an additional 28.3% engaged in the services sector, comprised, to a great extent, of tribal administrative employment. It is apparent that further employment expansion must be encouraged in the goods and services producing industries, if the reservation, as a region, is to become self-supporting. Currently, the area's economy is heavily dependent upon federal funding to sustain employment, but the influence of industrialization and urbanization may well result in a more equitable relationship between the federal dollars spent for administration and the productive dollars in a new economy.

This manpower policy must become only one facet of a fully-rounded general development program encompassing physical, educational, social, economic as well as manpower development. Not only must the reservation development program be wide in scope, but the sub-programs must be carefully coordinated to avoid imbalances — such as the obvious examples of training for nonexistent jobs or building industrial plants

where no trained or trainable labor force exists without providing the necessary ancillary facilities, such as housing, child care facilities or transportation.

A manpower policy designed to provide education, job orientation and skill training independent of the plans and progress of other development areas is at best, inefficient and at worst, futile.

A great emphasis has been placed in this country on preparing oneself through education and training for a successful career. A general belief of the correlation between education and training on one hand and income and job betterment on the other, has been created throughout the country. In this climate, education and training with subsequent failure to secure appropriate employment will inevitably lead to feelings of frustration and futility on the part of the trainee. And yet, on the Navajo Reservation, some training programs have been instituted with little or no assurance of job availability at completion — that is, the output of training facilities is increasing with no concomitant increase in available jobs.

Even if the effect on the enrollee is disregarded, training conducted under these circumstances is highly inefficient. No economically feasible education or training program can be of sufficient depth or duration to provide more than entry-level skills — skills which must be immediately utilized and developed further on the job if they are not to be forgotten. Thus, a prolonged wait for employment expansion adequate to absorb trainees will result in a waste of training monies — refresher training nearly as intensive as the original training process will be necessary to regain the forgotten skills.

Many barriers to development of industrial activity may be cited — lack of transportation and roads, lack of population density, lack of supporting industry, etc. Usually included in the list is, of course, lack of a qualified labor pool. As the survey shows, however, at least on a reservation-wide basis, the latter is currently not a seriously limiting factor — of the 20,300 nonemployed persons, over 65% reported some nontraditional work experience or training — most of it, to be sure, in service or unskilled occupations.

There is, therefore, a pool of potential workers who have achieved, presumably, an orientation to the requirements of a job — to the "world of work," so to speak, and who indicated during the survey that they were desirous of obtaining a job. Since this labor pool is scattered across the reservation it might appear that only a small portion would be accessible to an employer at any one site. However a large proportion of the respondents, 74%, indicated a willingness to move elsewhere on the reservation to obtain employment or, in the case of the currently employed, improved working and wage conditions. It would seem, then, that the barriers to development must lie elsewhere.

Industries currently in operation on the Navajo Reservation prove such endeavors feasible provided financial supports, particularly in the form of training programs, are of sufficient magnitude to offset high start-up costs. The Fairchild Semiconductor Division plant at Shiprock, New Mexico, employs about 1,200 persons, almost exclusively Indian. After an initial turnover rate of approximately 9% during the first year start-up period, labor turnover settled to just over 3% during the fourth year's operation.

To reiterate, any development program on the Navajo Reservation must be multifaceted. It must encompass economic and social development programs in many areas — employment, housing, education, health and transportation, to name just a few of the major areas of concern. Within this program structure, planning for manpower development and utilization would certainly play an important part. It must be realized, however, that manpower planning must be a part of the total development plan and not pursued independently if it is to be effective in terms of both area and human development and enrichment.

It is beyond the scope and responsibility of this report to attempt to design a plan for progress for Navajoland, even in the broadest terms. However, conclusions may be drawn from the results of the survey to guide the development of an efficient manpower policy to be pursued in planning for the Navajo Reservation.

As has been stated earlier, the goal of manpower policy must be two-pronged. 1) The primary initial emphasis must be placed on creating job opportunities on and near the reservation by attracting new employers and stimulating growth of existing employers. 2) Prevocational and vocational training should be provided in occupations currently in demand or for which a demand is expected to arise during, or very shortly after, completion of training.

This policy is, of course, aimed at those Navajo who are unwilling to relocate off-reservation in order to accept employment. Programs to provide training to those willing to move to other areas of the United States are currently provided by the Bureau of Indian Affairs and should be continued for those Navajos wishing to avail themselves of this service. At the present time, however, the majority of the population is, for one reason or another, unwilling to make this move.

Because of the high unemployment rate experienced by the population as a whole, emphasis should first be placed on developing job opportunities for those Navajos most easily trained to enter employment — the better educated, younger and/or experienced Navajo workers.

Some vocational training, either on the job or institutional, would be necessary to staff almost any type of nontraditional economic activity locating on the reservation. It is considerably more efficient to train workers who already possess the educational qualifications required to adequately perform in the newly created jobs than to train workers from among the "hard core" of the unemployed. The impact of a given amount of developmental and training funds would, therefore, affect a much larger number of Navajos if the former recourse were followed, that is, if employment of the most job-ready and best qualified Navajos would be emphasized first.

For the present, the feasibility of developing sources of income other than long-term nontraditional employment for the older, lesser educated Navajos should be investigated. Their adaptability to the requirements of an industrial environment is questionable and the cost of readying them for this environment might prove prohibitive. Language difficulties and lack of even basic educational qualifications would prove *insurmountable barriers in many instances.*

With adequate planning and development activity, the problems facing the Navajo Indian today will diminish in the years to come. Assuming a continuation of current immobility and of educational trends, the reservation will become increasingly amenable to industrialization efforts.

Of primary importance, perhaps, is the trend of the educational profile of the Navajo people. As has been stated previously, education achievement is considerably higher among the younger Navajo adults. This trend will probably continue with those currently in school, many of whom will enter the labor force in the years just ahead. At the time of the survey, fully 26.9% of the Navajo population (on-reservation) 14 years of age and older was enrolled in school. Although the age-specific educational achievement of the in-school Navajo (14 and older) is less than the U. S. in-school population as a whole, it is greater than that of the out-of-school population, even in the younger age groups.

The Navajo labor force will, with time, increase quantitatively as well. The population is increasing at a substantial rate and, given the present land area, will become more densely settled. This will allow enterprises to draw a larger labor force from within the commuting area, without relocating workers from other portions of the reservation.

The value of the experience gained in current developmental efforts cannot be overlooked. For the planners, past mistakes should provide guides to avoiding pitfalls in the future, thereby allowing a more efficient utilization of resources in the future. Of more value, however, is the experience gained by the Navajo himself. In only the past few years has the ability and dependability of the Navajo labor force in a nontraditional industrial setting been proven. The individual Navajo who has adjusted to the new environment has proven to himself and others that he does have the ability to change.

Not only have the Navajos proven that they can change, they have also gained hope that their situation will change. In this regard, the effect of programs undertaken in this stage of development on the Navajo population as a whole should not be underestimated. Navajos have come to expect an improvement of economic status as a result of undertaking training and improvement programs. Consequently, the cumulative effect of repeated failures to achieve this objective could, and probably would, cause a disenchantment with training programs in the population as a whole. It is imperative then, that both individual programs and trainees must be chosen to maximize probability of success . . . success as measured not by the program sponsor but by the ultimate evaluator, the Navajo himself.

# APPENDIX

## SURVEY BACKGROUND

The need for a Navajo Manpower Survey was a discussion topic long before the first gathering of representatives of interested groups in April 1966. At the very first session, it was agreed that representatives of the Arizona State Employment Service, the Navajo Tribe, the Bureau of Indian Affairs, Indian Health Service and the Office of Navajo Economic Opportunity would jointly conduct a manpower survey of the Navajo area and the adjacent lands where Bureau of Indian Affairs' services were widely used. The group adopted the name "Navajo Labor Force Inventory Committee" — later changed to "Navajo Manpower Survey Task Force."

Subsequent meetings were generally dominated by technical discussions among staff members of the several agencies as plans went forward for a scientific sampling of the members of the Navajo Tribe who were potential members of the labor force, employed and unemployed.

Plans for sample design, development of survey schedule, time of survey, training of interviewers moved forward slowly as funding did not appear to be forthcoming. Then problems were solved as agencies took on sections of the cost as part of normal operation. In December 1966, the Advisory Committee of the Navajo Tribal Council unanimously gave its approval to the program and within 45 days, training and interviewing were under way.

The task force maintained overall supervisory responsibility for the survey. Technical services, including the survey design, sample selection, data tabulation, and analysis of findings, were provided by staff of the Bureau of Indian Affairs and the Arizona State Employment Service.

Because of the size of the sample and the enormous area which the reservation covers, an estimated 5,000 man-days were required to complete the enumeration. Obviously, the utilization of indigenous personnel was imperative to complete the enumeration expeditiously. The Office of Navajo Economic Opportunity volunteered the use of their approximately 100 community aides to fulfill this function. These aides are elected by community leaders and serve within their resident communities. ONEO also has a hierarchy of coordinators which allowed the task force to supervise the conduct of the enumeration through an established chain of command.

Prior to the actual survey, all community aides were given three days of training in the use of the questionnaire and in survey procedures. The first day's training consisted of classroom discussion; the second day was spent in the field in actual interview situations; the third day was devoted to a review and critique of the completed questionnaires and a discussion of problems which the enumerators had encountered. As much of the training as possible was conducted in Navajo, which allowed the interviewers to hear and discuss the survey questions and their meanings in their native tongue. Standardized translations of the questionnaires were formulated and discussed in the training sessions so that all interviewers understood and asked the questions contained on it in the same manner, thereby eliciting more standardized responses.

## Survey Structure

Because of the size of the Navajo population, a 100% survey of the reservation was not feasible. The survey was conducted, therefore, on a sample basis. As the survey is designed to elicit labor force data, only those persons 14 years of age and older were included.

The basis for the sample selection was a population register maintained by Bureau of Indian Affairs, Navajo Area Office. This register is maintained on the basis of Bureau of Indian Affairs school district (the 72 contiguous school districts cover an area approximately coterminous with the reservation area).

Information contained on the register used in the design of the survey was:

Name
Census Number
Sex
Birthday
Residence (school district)

Eighteen contiguous universes were formed by combining adjacent school districts until each universe had a population (14 and over) of at least 3,000 persons. Each universe was stratified by sex and by age. At least a 10% sample of all persons 14 years old and older was selected in all but the more industrialized areas of the universes.

## Questionnaire

Although the questionnaire did not yield all the detail which might be desired, it provided a fairly comprehensive description of the labor force. The questions were designed with the aid of the specialists of the Office of Navajo Economic Opportunity Local Community Development Program.

Two questions on the survey schedule were not interpreted the same in Navajo as in English. The first is question 2-G, "Is your job a full-time job?" In Navajo, "full-time job" is used to describe a job which satisfied the interviewee's desire to work — whether that be full- or part-time by Department of Labor definition.

Question 3-B, "Do you want a job?" was asked in Navajo as "If there were a job in which you are interested and which you are capable of doing, would you want a job?"

The questionnaire was designed with the education level of the interviewer in mind.

## NAVAJO MANPOWER SURVEY QUESTIONNAIRE

Name: _____

_____

Agency ☐☐
Universe ☐☐
School Dist. ☐☐
Chapter ☐☐
Census No. ☐☐☐☐☐☐
Highest Grade of School Completed ☐☐ (21-22)

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1. (To be asked of everybody) Do you have a job now? yes ☐ (If yes, go to 2) no ☐ (If no, go to 3) (23)

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2. (To be asked of those persons with jobs)

A. Who do you work for? Employer's name: _____ [ ] (24)
(If self-employed, write "self")

B. What is your employer's business? _____ [ ] (25)

C. Where do you work? _____ [ ][ ] (26-27)
(Name of community or town)

D. What kind of work do you do? _____ [ ] (28)

E. How long have you done this work? _____ (years) _____ (months) [ ] (29)

F. How did you learn your job? _____ [ ] (30)

G. Is your job a full-time job? yes ☐ no ☐ (31)

H. Do you usually work at the kind of job you are doing now? yes ☐ (If yes, go to 4) no ☐ (If no, continue to next question) (32)

I. What is your usual job? _____ [ ] (33)

J. How did you learn it? _____ [ ] (34)

K. When did you last work at your usual job? _____ [ ] (35)

L. How long did you work at your usual job? _____ (years) _____ (months) [ ] (36)

M. When do you expect to work at your usual job again? _____ [ ] (37)
(Give best guess, for example, "in April, in spring, or never")

_____

_____

(GO TO QUESTION NUMBER 4)

3. (For people who do not have a job)

A. Do you have a health problem or disability which prevents you from working? yes ☐ no ☐ (38)

(2) If yes, describe: _____ [ ][ ][ ] (39-41)

_____

B. Do you want a job? yes ☐ no ☐ (42)
(If no, end interview)

C. What kind of work do you usually do? _____ [ ] (43)

D. When did you last work at this kind of job? _____ [ ] (44)

E. How long did you work at this kind of job? _____ (years) _____ (months) [ ] (45)

F. How did you learn to do this job? _____

_____ [ ] (46)

_____

G. When do you expect to work at this job again? _____ [ ] (47)
(Give best guess, for example, "in April, in spring, or never")

(GO TO QUESTION NUMBER 4)

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4. (For all people who have or want a job)

A. What is the highest grade of school you completed? _____ [ ][ ] (48-49)

B. Would you take training for a new or better job? _____

On reservation job yes ☐ no ☐ (50)

Off reservation job yes ☐ no ☐ (51)

C. Would you move your family to get a new or better job? _____

On reservation yes ☐ no ☐ (52)

Off reservation yes ☐ no ☐ (53)

D. Would you work in a factory? _____

On reservation yes ☐ no ☐ (54)

Off reservation yes ☐ no ☐ (55)

E. Do you speak English? _____ yes ☐ no ☐ (56)

Do you read and write English? _____ yes ☐ no ☐ (57)